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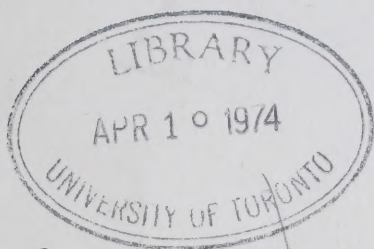


Canadian Radio-Television
Commission

Conseil de la Radio-Télévision
Canadienne

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Radio frequencies are public property

Public announcement and decision of the Commission on the
applications for renewal of the Canadian Broadcasting
Corporation's television and radio licences

Report on the public hearing

31 March 1974

CAI RT
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PUBLIC ANNOUNCEMENT AND DECISION OF THE COMMISSION
ON THE APPLICATIONS FOR RENEWAL OF
THE CANADIAN BROADCASTING CORPORATION'S
TELEVISION AND RADIO LICENCES

DECISION CRTC 74-70

31 MARCH 1974

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DECISION CRTC 74-70: INTRODUCTION

A nation is an association of reasonable beings united in a peaceful sharing of the things they cherish; therefore, to determine the quality of a nation, you must consider what those things are.

St. Augustine, The City of God*

The Canadian Radio-Television Commission held a public hearing in Ottawa from the 18th to the 22nd of February 1974 to consider the renewal of the broadcasting licences held by the Canadian Broadcasting Corporation. All of the five full-time and ten part-time members of the Commission, representing the country from St. Anthony, Newfoundland to Vernon, British Columbia, were in attendance.

Such a hearing is prescribed by the provisions of the Broadcasting Act and is a consequence of the fundamental principle declared in the broadcasting policy for Canada that radio frequencies are public property.

Broadcasting undertakings, both CBC and private, make use of these public frequencies under licences issued to them by the Canadian Radio-Television Commission on behalf of the people of Canada. Licensees are accountable for their use of these frequencies and the public hearings of the Commission are intended to provide the forum in which the performance of licensees is publicly discussed and evaluated.

Prior to the hearing, the public and interested parties were invited, through advertisements in the newspapers and announcements on CBC radio and television stations made in accordance with Commission rules, to submit their views. Many of the 305 briefs considered by the Commission expressed an attitude of proprietary interest in the CBC as the public element of the Canadian broadcasting system and a strong belief that the CBC ought to be responsive to their particular needs, whether as individuals of diverse interests and tastes, or as members of groups within the wider Canadian community.

*This epigraph appeared as an introduction to the Report of the Royal Commission on the Development of the Arts, Letters and Sciences, known as the Massey-Levesque Report, in 1951.

The written briefs, along with the policy presentation of the Corporation, the oral submissions of the intervenors and the CBC's response to them, testified to a widespread concern about the fundamental problems of the Corporation and an enthusiasm about its role and its future.

The Chairman of the Commission, on its behalf, opened the hearing with the following remarks:

A strong CBC is vital to the health of Canadian broadcasting which has been characterized as the central nervous system of Canadian nationhood. The present Minister of Communications, when he was Secretary of State, underlined this importance when he called the CBC 'the cornerstone of the national broadcasting system.' It is clear that any weakening of the national service, as it is called, would pose a threat to the entire Canadian broadcasting system. Conversely, efforts to revitalize the Canadian broadcasting system as required by the Broadcasting Act, cannot succeed without...an innovative CBC, sensitive to changing needs, while still constant to original principles of service.... This hearing is not an investigation of the CBC. Let us hope that Canadians have had enough of this peculiar sport. It will be, I hope, a careful and serene discussion of Canadian national broadcasting service, of its mandate, its philosophy, its accomplishments, its future orientations.

Although the CBC was occasionally severely criticized by intervenors, or closely questioned by members of the Commission, who either expressed their own concerns or reflected concerns expressed in the briefs, the hearing was not an investigation of the CBC. The issue was not whether the Commission should or should not renew the CBC licences. While refusal to renew these licences is not expressly precluded by the Broadcasting Act, the Commission is of the opinion that such a measure is virtually irrelevant in any present consideration of CBC performance.

From the first days of the CRTC, members of the Commission have expressed the view that broadcasting rests on creativity and that creativity springs from confidence and enthusiasm. While the Commission believes that firmness, precision and determination are indispensable, the Commission does not believe that a general climate of confrontation between the CBC and the broadcasting industry on the one hand and the CRTC on the other would lead to faster or greater improvements in the performance of the Canadian broadcasting system.

This approach, however, does not preclude the frank discussion of issues. The Commission hopes that the views put forward in this Announcement, and the conclusions and decisions expressed, will demonstrate its

confidence in the ability of the CBC to accomplish its mandate as well as to meet the expectations of all Canadians. They also explain the Commission's conviction that this can be accomplished only if certain conditions, immediate and eventual, are met.

The Commission has carefully reviewed the opinions expressed in the 305 briefs submitted to it, whether they came from Provincial Cabinet Ministers representing the views of their Governments -- as did one brief signed by Ministers from the Provinces of New Brunswick, Nova Scotia and Prince Edward Island -- or whether they came from individuals, groups or committees, complaining, for example, about the poor quality of a CBC television signal.

The Commission feels a distinct obligation toward so many public authorities, official bodies, institutions, associations and individuals who believed in the democratic procedure put at their disposal by the Broadcasting Act, and made use of it. The Commission wishes to make it clear that, in reaching its decision, it has considered and weighed their views seriously and at length.*

In addition, the Commission has considered its mandate as it is expressed in the Act: "to regulate and supervise all aspects of the Canadian broadcasting system with a view to implementing the broadcasting policy enunciated in Section 3 of this Act."

This Announcement sets out, in the light of these briefs and the February 1974 public hearing, the views of the Commission as to how the broadcasting policy expressed in Section 3 of the Broadcasting Act can best be interpreted to enable the CBC to achieve the objectives set for it therein. It also expresses Commission recommendations for the implementation of this policy. In some cases it indicates the opinion of the Commission as to what conditions must be applied, if the stated policy is to become something more than a set of hopeful generalities.

* The discussions which took place at the hearing, and which helped the Commission reach its conclusions, are summarized in a full report accompanying this announcement. The complete transcript of the hearing will shortly be available to anyone interested.

Finally, the Commission feels a responsibility to indicate what kind of support it thinks the CBC will need if it is to fulfil the very important expectations that are laid upon it by Parliament and the people of Canada.

The numerous and interrelated policy questions affecting the CBC which were raised at the hearing will be dealt with one at a time under the following section heads:

Section I

The National Broadcasting Service: Mass Medium or Public Service

The Act demands that the CBC play a distinct, public role in Canadian broadcasting. Objectives and definitions become blurred by strategies imposed on the CBC by "mass media" assumptions. The need to rethink "mass" concepts in broadcasting, particularly for the CBC, and to give new substance to the requirement for "diversity" and "high standards" in the context of publicly supported broadcasting.

Section II

The CBC's Expression of Canada

The CBC's role in accurately reflecting a changing Canadian reality. The CBC's connections with the creative roots of the country. "Canadian content."

Section III

The Commercial Context

CBC is overly entangled in the North American mass merchandising environment. Changes in public and governmental attitudes to mass consumption and mass advertising, and the need for CBC to exercise leadership in this field.

Section IV

Information: The Public's Right to be Informed

The risk that CBC's responsibility in the field of public affairs will be dominated by a competitive, topical "news" bias. The need for standards of professionalism in the reflection of the important issues of society, and for more opportunities for the public to share directly in debates and public events where important issues are discussed.

Section V

An Open and Responsive Public Service

Creativity in the "mature" organization. The risk threatening all large institutions that they will become self-serving, closed to outside ideas, insensitive to the public they serve and cumbersome in their procedures.

Section VI

Facilities

Extension of Service

Northern Broadcasting

Consolidation

The problems of areas that receive no service, or an inadequate CBC service. The need for urgent action to close the most glaring gaps. Special service responsibilities like the North, and their fulfillment. The CBC's upgrading of its own production plants. Consolidations.

Section VII

Financial Support of the CBC

The vast extent of the CBC's obligations and their real cost. New obligations and challenges to the CBC due to cable. The need for a significant increase in Canadian production. The pressing need for greater public financial support of the Corporation.

Section VIII

Licence Renewals and Conditions

SECTION I

THE NATIONAL BROADCASTING SERVICE:

MASS MEDIUM OR PUBLIC SERVICE

A communicator cannot communicate anything without an audience. This fact is self-evident. Nonetheless, it poses the single most important and fundamental problem facing the CBC. A large number of the briefs submitted to the Commission, virtually all of those who appeared at the public hearing, as well as the CBC itself, addressed this problem in some form.

"Today's vastly increased choice in television" provides the CBC "with a challenge--just as radio faced a challenge in the 1950s and 1960s. To meet that challenge," the CBC "must offer Canadians a television program service which is different from that of the private stations, and of a quality and variety that viewers will choose to watch." "In the face of increasing viewer choice," the CBC must remain relevant to Canadians of all ages, interests and tastes...by offering a service which is distinctive in its amount of Canadian and regional programming, distinctive in its balance and distinctive in its quality."

Canadian Broadcasting Corporation

I think one of the jobs of the CBC is to branch out and try to do things that other networks, for a variety of reasons, feel they cannot do.

Pierre Berton

What we are discussing is not the hating of commercials or loving Lucy, but an essential aspect of human life, individual and social.

Canadian Broadcasting League

The age of communications has altered all dimensions, in that it has made dialogue possible for everyone. In most of its uses, the term "communication" implies exchange. But in fact, when we look closer, it is clear that the mass media are not providing communication, but rather diffusion -- and diffusion is, of course, one-way.

Marcelle Racine and Pierre Gauvreau

We are here because we believe that communication is vital to the community and in the total communications process, public broadcasting is indispensable. It might not always be, but it is in the 1970s.

If the CBC continues to orient the bulk of its programming to a mass audience, it will not be different, and I submit, it will not be Canadian.

Canadian Labour Congress

Should the CBC tailor its program policy to attract the largest possible number of people? Or should it go to the other extreme and appeal only to a specialized, minority audience? Clearly, both these approaches are unsuitable. The CBC cannot become an "ivory broadcasting tower" broadcasting only to specialized and narrow interests. Neither can it simply conform to the wishes of the lowest common denominator.

The people of Canada--through their representatives in Parliament--have provided a clear framework in which the CBC must find the answer to these questions. They have determined the objectives for the CBC in the Broadcasting Act of 1968, as follows:

3. It is hereby declared that

- a. broadcasting undertakings in Canada make use of radio frequencies that are public property and such undertakings constitute a single system, herein referred to as the Canadian broadcasting system, comprising public and private elements;
- b. the Canadian broadcasting system should be effectively owned and controlled by Canadians so as to safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada;
- d. the programming provided by the Canadian broadcasting system should be varied and comprehensive and should provide reasonable, balanced opportunity for the expression of differing views on matters of public concern, and the programming provided by each broadcaster should be of high standard, using predominantly

Canadian creative and other resources;

e. all Canadians are entitled to broadcasting service in English and French as public funds become available;

f. there should be provided, through a corporation established by Parliament for the purpose, a national broadcasting service that is predominantly Canadian in content and character;

g. the national broadcasting service should:

i. be a balanced service of information, enlightenment and entertainment for people of different ages, interests and tastes covering the whole range of programming in fair proportion,

ii. be extended to all parts of Canada, as public funds become available;

iii. be in English and French, serving the special needs of geographic regions, and actively contributing to the flow and exchange of cultural and regional information and entertainment, and

iv. contribute to the development of national unity and provide for a continuing expression of Canadian identity.

While the Corporation's written briefs did discuss its purpose and achievements within this framework, the Commission was surprised that, for instance, the objective set out in Section (3)(b) was not mentioned. This section, dealing with the responsibility to "safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada," is generally recognized as one of the most important aspects of the Broadcasting Act.

The erosion or the weakening of definitions of purpose probably constitutes the greatest danger for a public service institution. As Peter F. Drucker said, "Service institutions need to derive clear objectives and goals from the definition of function and mission."*

* "Managing the public service institution," The Public Interest, Fall 1973, p. 58.

If the CBC is to respond to desires expressed over the years, and repeatedly at the hearing, to see the CBC enhance its role in Canadian cultural life, strengthen the imaginative and creative qualities of its programming, and ensure the continuing relevance of its service, it is clear that something more than partial readjustments of the organizational structure, or judicious juggling of the program schedule, will be required. If a constant intellectual effort is not made to redefine, reinterpret and enrich its definition of purpose, the organization will tend to drift according to the various pressures exerted on it by external and internal forces.

The most powerful influence on the CBC results from the fact that marketing and commercial practices have been more deeply involved in the historical development of broadcasting in North America than elsewhere. The Commission has on other occasions expressed its concern about the disproportionate influence of mass-marketing strategies on North American broadcasting and particularly, of course, on Canadian broadcasting. The Commission is convinced that North American broadcasting in the future will find it necessary to become gradually more independent of the merchandising environment.

Over the years, the CBC, and in particular the English-language television network, has been drawn by the constraints of the marketing environment into a mode of operation increasingly based on mass appeal.

For instance, for about one quarter of its coverage, the CBC English-language network still must rely on fully commercial stations. Seventy-two per cent of English-language programming in the prime evening hours, 8:00 to 9:00 p.m., is mass-appeal, industrialized, format programming, imported from the U.S. In the coming year, the national broadcasting service estimates its commercial advertising revenue would be \$50 million. According to the President of CBC, the total effect of eliminating this source of revenue would be significantly more than the amount of revenue lost: he estimated it at \$80 million, approximately one third of the CBC operating budget.

The presence over many years of such important operational constraints in an organization such as the CBC tends to develop, in many people connected with it, a bias in the direction of highly commercial, mass concepts. In time, this can become a condition of survival of the organization, and the original public interest purposes of the organization can become eroded. Eventually, more and more people, including some of its own staff, come to judge the organization and measure its achievements largely in commercial terms. Thus, the whole organization is not only drawn by outside forces but is also pushed by inside elements toward a merchandising approach and "mass" philosophy.

The Commission cannot agree with the position that the commercial climate in private broadcasting must change before the CBC can effect any change in its own commercial policy. Because of both its mandate and its public funding, the CBC must take the initiative in this area.

The Commission agrees with CBC that it should neither become a service for a small minority of the population nor attempt to be all things to all people. It agrees that the CBC television networks should be a main highway in Canadian cultural communication, not a picturesque but seldom frequented side-road. It should be a service that all Canadians are proud to identify with, even though all may not watch it all the time.

The Commission has never believed that the CBC should abandon entertainment programming, including popular presentations and sports. Everyone needs moments of complete relaxation and simple enjoyment, when light or even superficial entertainment is attractive and desirable. It is understood that the national broadcasting service should retain a suitable proportion of this kind of programming.

In the same manner, some American programs are obviously very popular and are produced sensitively and intelligently. Like the best American films they are often examples of the level of excellence which can be reached in the production of drama or popular entertainment. Canadians, quite naturally, are interested in such productions, and there should be room for them in the CBC schedule.

However, despite the need for the CBC to continue to provide a "popular" broadcasting service, the Commission is of the opinion that the CBC, as a public service institution, should guard strongly against considering itself as a "mass-medium" and particularly against considering its audience as a "mass".

Indeed, one might even argue that the immensely powerful cultural medium represented by a national broadcasting service supported by the public purse, should be used to counteract mass concepts, mass behaviour, mass attitudes, mass reactions, mass manipulations, mass psychology.

The CBC must not consider its audience as an agglomeration of 20 million more or less accessible revenue-producing consumers, but rather as an active community of people, with real and varying communication needs. Is not real communication the very opposite of mass diffusion? Genuine human communication can involve very large numbers of people but it refers to messages exchanged between people as thinking and feeling individuals.

Such messages are normally addressed on a mental or emotional level which can enable people to react, participate, understand and share. The CBC must identify, not the single homogeneous CBC audience, but the many and ever changing CBC audiences. In striving to maximize its audience it must not forget the existence of more limited but very real and attentive audiences which, it might be noted, constitute perfectly respectable audiences for other "popular" media.

In present day "mass communications", audience sizes vary to such a degree that they can no longer even be measured by the same yardstick. The total scale of what we refer to as "broadcast programming", ranges from a program which is watched by an anonymous and intercontinental mass of 700 million viewers in some 50 countries, to one which gathers 200,000 people together to share a particular presentation or a specialized interest.

The classical dichotomy between a "mass" audience and a specialized audience is seen to have less and less meaning. We can no longer avoid the necessity of devising new ways to define and compare measurements of groups and masses of people. It is the opinion of the Commission that the range of viewers reached is much more relevant and important than the numerical size of any particular audience.

The Association of Television Producers and Directors expressed this position at the hearing as follows:

Our view of audiences is that we must program for the viewer as an individual, rather than as a faceless consumer; that we must keep the numbers game in perspective; that as a measure of the value or the success of a program the spectrum of an audience is often just as important as the size of that audience.

Even in numerical terms, audiences which do not constitute top statistical ratings should not be dismissed as negligible. To gather together an audience of 900,000 or 500,000 is, after all, to equal the total annual attendance of the O'Keefe Centre in Toronto or the Place des Arts in Montreal.

The combined productions of 29 Canadian orchestras, theatre, opera and dance companies, which received Canada Council support for the year 1971-72, attracted audiences of 4 million. In contrast, Music To See, a Sunday afternoon CBC English television program of serious music recitals, regularly reaches 637,000 Canadians every week. Dollars and Sense, the only network program on business, attracts 317,000 viewers at four o'clock on Sundays, while The Friendly Giant, an early morning program for pre-schoolers, has an average audience of 333,000, a 33%

share of those watching television at 9:00 a.m. on weekdays. Such programs are produced on a low budget compared with that allotted for prime time entertainment or information series, but by reaching significant portions of the audience with offerings of special appeal, in time periods when interested viewers are available, these series are economical and efficient means of reaching a desired audience.

An audience of less than 300,000 for any quality production by the national broadcasting service should not be seen as a failure by the broadcaster, but as a beginning. Such audiences often have possibilities of expansion which a cultural organization that services the public has no right to ignore.

If television audiences sometimes do not reach a maximum in broadcasting terms, they still compare favourably with the Canadian circulation of major daily newspapers and popular periodicals. The Thompson chain of some 30 newspapers has a total circulation of 488,258. The 12 Southam papers, located predominantly in larger metropolitan centres, have a total circulation of 866,112; Maclean's Magazine is sold to an average of 770,756 Canadians each month, while Time magazine reaches 518,753 weekly.* CBC television programs like Man Alive on the English network and Les Beaux Dimanches on the French network, too, achieve significant audiences: they attract 900,000 to a million each week. And if producing and broadcasting a program watched by 200,000 or 300,000 people, such as Cinéclub or Femme d'Aujourd'hui, is considered an "ivory tower" approach, surely this must be the world's most spacious ivory tower!

A Canadian program of quality, which initially attracts a relatively limited audience, could perhaps, by developing and sustaining its audience, represent a far richer potential and of greater cultural importance to Canadians than a foreign-produced series which, thanks to five years of continuous, carefully orchestrated, multi-media promotion, boasts a regular audience of over three million.

* BBM Television Network Report, 5-18 November 1973;
Canada Council, Annual Report, 1972-73;
Canadian Advertising Rates and Data, February 1974.

A system which is and must remain the cornerstone of Canadian broadcasting must be built with cornerstone elements. When a Canadian program attracts an audience of practically a million viewers, it is gathering together, at the same moment, one out of every twenty Canadians, and inviting them to demonstrate a common interest, and share a common experience. Such a program should be considered a cornerstone of our public broadcasting system, and all possible means of furthering its development should be encouraged.

If important goals of a public broadcasting institution are to stimulate individual creativity and awaken collective interest, it is abundantly clear that all-out maximization of audiences as a general objective will, in fact, work against the achievement of these goals. An alternative approach would be to concentrate on finding or, if necessary, inventing means to enable all the various kinds of creative talent from all corners of the country to participate, in order to ensure that our national broadcasting service appeals as much as possible to the full range of interests existing in this country.

Addressing the question: "What sort of programming should CBC television offer?", the Association of Television Producers and Directors, in its written brief to the Commission, stated as follows:

The CBC must constantly adjust the balance of its program mix so that we seek to be moving on the whole in a widely accepted manner towards the many matters that will ultimately be important to many viewers. If we do this, we will be acting according to the highest purposes of the Broadcasting Act.

It is clear that we may have not only to re-evaluate the concepts of "mass communications", but also to re-examine our understanding of concepts such as "balance and choice" and "standards of quality". In the future, the CBC may have to consider new ways of interpreting the part of the mandate calling for programming, "of high standard," "covering the full range of programming."

When we consider the all-embracing position which broadcasting has come to occupy in our cultural life, it is distressing to note the lack of reliable methods to assess precisely problems of balance and choice in the total diet. It seems imprudent merely to observe the development of so pervasive a cultural influence, and fail to elaborate any conceptual framework for ensuring the orderly and balanced diversification of formats, or for systematically and deliberately extending the range of possible choices of programs.

Many aspects of broadcasting actually tend to reduce rather than enhance the range of choice for the viewer. Along with the search for a mass audience, such things as network competition, the practice of counter-programming, reliance on established practices, the bandwagon effect and sheer force of habit all militate directly against diversification of themes and formats.

To remedy this situation will require devising an editorial framework comparable to that of some great publishing house, which systematically verifies the diversity of topics and subject areas included in its catalogues of publications. It notes and deals with the presence or absence of certain themes and formats, which the more spontaneous efforts of the resource contributors would tend either to emphasize disproportionately or to omit totally. A broadcaster, like a good publisher, must commission works and find people to produce programs in subject areas which, in his editorial judgment, are important or simply missing.

Real opportunity for choice is related to the total range of cultural products offered, not to the amount of repetition or reinforcement of known successful formats. The latter induces the viewer to like only that which he knows. Therefore, it is in terms of the greatest possible variety of human experience, expression and conception that a public broadcasting institution should define, select and organize its programming. The goal should be to maximize, not the audience for every program, but the viewers' chances of discovery, understanding, participation and cultural development. Just as Plato was able to define Man precisely by what he did not know, it might be possible and even enlightening to analyze the behaviour of a national public broadcasting institution in terms of what functions and characteristics it does not exhibit.

For example, it is improbable that, if left to the natural course of spontaneous initiative, there will be any rapid development of network programs reflecting and expressing the culture and imagination of the North. A southern Canadian documentary on the North is a valuable contribution, but represents a one-sided picture, in the absence of programs truly embodying and expressing the physical, material and human originality of this part of Canada. This conspicuously absent type of imagery will only be introduced on our national networks if, through the initiative of the CBC, Inuit and Indian creative talent is engaged to produce it, and advice is deliberately and carefully sought from a variety of sources and people with experience and knowledge of the North.

The problem of ensuring diversification, variety and range of choice is nowhere easier to tackle than in the area of finished products such as film.

It is possible to select systematically from among the many and varied styles, genres, periods in history and countries of origin. The CBC should make an effort to narrow the gap between the disconcerting lack of variety in feature films presented on the CBC English network, and the exemplary diversity of all types of films on the French network.

In its endeavour to reach all Canadians, the national broadcasting service has more than matched the systems for distribution of hydro-electric power. It has gradually extended to practically all regions of the country a permanently available, continuous service. In most of Canada, the show goes on for 18 hours a day, 365 days a year. One cultural drawback of this remarkable achievement is that the priority of such a service becomes less to convey the message than to feed the flow.

Thus, once again, techno-economic considerations place constraints on the striving for cultural originality and artistic excellence in broadcast production. Unique, carefully crafted programs involving concentration of resources and orchestration of talent become merely the exception. Instead, everything which can move or speak is subject matter for the industrial image manufacturers, who exploit live resources on a scale without precedent in the history of communications. This results, for example, in an over-exploitation of man's capacity for spontaneous speech and conversation. Thus, in our system of "rating" programs, we find ourselves evaluating single hours of complex dramatic or documentary programs, produced at great financial cost and with great human effort, according to the same criteria used to measure the success of five weekly hours of a late-night talk show.

It is not surprising, in these conditions, that broadcast programs often seem intended to titillate rather than to touch, to entertain rather than to initiate, to shock rather than to reassure or keep in perspective, to simplify rather than to refine, to satisfy an anonymous audience rather than to facilitate individual opportunities for expression, and they impose on their audience a limited number of expeditious and lucrative formulas instead of enlarging the possibilities of viewer choice.

The exploitation of all forms of human expression is largely responsible for certain annoying disorders of the system. The recurring complaints concerning such problems as violence on television, morally offensive programs, or distasteful advertising, will be increasingly difficult to deal with in social, aesthetic or moral terms, as long as we fail to understand that their occurrence stems directly from our techno-economic evolution, and results as much from the prevailing rules of exploitation and productivity, as from any deliberate desire to destroy existing social norms.

It can thus be seen that many contemporary problems concerning quality of programming occur because the modern communications media have an almost insatiable demand for raw material and resources.

And as the endless flow of audio-visual productions devours all available human resources, it becomes necessary to find alternatives to the head-long rush of the mass media toward more and more superficial exploitation.

All these developments mean that in today's world of accelerated cultural consumption, we simply cannot afford to lose contact with the accumulated reserves of world cultural history. They will be needed not simply to satisfy the needs of the elite or the erudite, but to safeguard and increase our potential to supplement and renew our supply of cultural resources.

The treasure of world culture, whether it be popular or learned, will never belong to anyone, and it would be irresponsible to deny the public at large the possibility of discovering cultural masterpieces from all over the world, on the grounds that such works are reserved for, or to date have only interested, specialized and privileged minorities of society. The national broadcasting network has a responsibility to share everything that has been recognized, and sometimes even jealously treasured, as culturally exceptional.

In an age when individuals increasingly fear that they will be reduced to a number in a computer memory somewhere in the world, we should be able to understand that we have every reason to beware of the "mass" concept in broadcasting. Its pervasive influence deadens our sensitivity to the various needs of audiences, reduces the selection and variety of program formats, lowers the standards of quality of programming, and even distorts our very image of ourselves. Canadians, the owners of the airwaves, constitute an infinite and everchanging variety of audiences, with powerful, diversified and distinct interests. To those individual Canadians the national broadcasting service owes its first responsibility.

CONCLUSIONS

1. The Commission believes, as do many other authorities, that the CBC is the "cornerstone of the Canadian broadcasting system." The Commission is also of the view that the CBC can play a vital role in creating excitement, enthusiasm and confidence in the future of the Canadian people, with their diverse aspirations and concerns.
2. The CBC is a "national broadcasting service" which must "safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada." It must provide programs of a high standard. These ambitious objectives, among others, established for Canadian broadcasting in the Broadcasting Act, impose an even greater obligation on the CBC than on private broadcasters.
3. The Commission has noticed on the part of the Corporation a diffidence in drawing out the full significance of its fundamental purpose as expressed in the Broadcasting Act. This diffidence and absence of elaboration can only lead, and in the opinion of the Commission has led over the years, to a lack of purpose, determination and vigour in implementing the objectives established by Parliament for the national broadcasting service.
4. The Commission notes with optimism, however, the expression by the President of the CBC, during the hearing of a new preoccupation with the mandate and general objectives of the CBC. The Commission believes that there is indeed a very great need for more creative and resolute thinking about the mandate, objectives and goals of the Corporation.
5. The Commission agrees with the CBC that the national broadcasting service should endeavour to remain a popular service and that it should guard itself against becoming the preserve of esoteric minorities. However, the Commission is of the opinion that a preoccupation with mass audience concepts, stimulated by the contemporary North American marketing environment is inappropriate for a publicly supported broadcasting service.
6. In the opinion of the Commission, audiences of one half million or one million Canadians for significant information, dramatic or entertainment programs are important and justifiable audiences for a public service broadcasting institution like the CBC.

7. The CBC's absolute priority should be imagination and excellence. This excellence in Canadian circumstances cannot exist without confidence in the value of Canadian expression.

8. However, the commitment to excellence is not accomplished only by achieving an appropriate proportion of Canadian programs. There is no justification, except the constraints of advertising and the imperatives of mass concepts, for the exaggerated predominance of American entertainment programs on the English-language television service during prime time hours and the relative absence of the best programs from the rest of the world.

9. The Commission agrees entirely with the President of the CBC that creativity is not something that management can switch on and off. It has to be nurtured carefully. As a consequence sensitivity, persistence and time are essential factors.

SECTION II

THE CBC'S EXPRESSION OF CANADA

The question, indeed, of faith in the existence of a Canadian character, a Canadian spirit, is the essence of the attitude with which to approach, examine and solve this problem. For those little Canadians who believe that Canada has no spirit of her own, no character and soul to express and cultivate, there is no need for change and no great and happy opportunity to embrace. But for those who have a profound and vivid confidence in the unity and quality of Canadian nationality, radio broadcasting presents a supreme instrument of national welfare and commands the creation of an agency which will ensure its highest usefulness.

Graham Spry, Canadian Broadcasting League, testimony before the Special Committee on Radio Broadcasting, 1932

During the second day of the hearing, the following exchange took place between the Vice-Chairman of the CRTC and Dr. J. H. Maloney, Minister of Development and Minister of Industry and Commerce for Prince Edward Island, appearing with the Committee of Ministers representing the Maritime Provinces:

Vice-Chairman: I have a personal distaste for this proposition of Canadians in any part of this country as seeking national identity or seeking regional identity. One of the points that I was trying to make with the CBC yesterday, and I would like your opinion on this, is that when regional areas make representations to us they want the identity which they are aware of themselves expressed to the rest of Canada in turn; they want to be responsive to the identifications of other parts of the country, as part of the process and the pattern of unifying the country. It is my interpretation. I don't know whether you agree or not.

Dr. Maloney: I couldn't agree more. Certainly in the Maritimes there is no loss of identity: we are very sure of that. In Prince Edward Island if anybody ever said he was alienated, they would say: "You are not alienated, I can tell you exactly who you are; you are the illegitimate son of your Aunt Mary," et cetera, There is no problem at all: we know exactly who we are. We are not looking for an identity; we just don't want that identity distorted.

The role of the CBC as the national service which must reflect the identity of the country and contribute to its unity, has, from the start, attracted more attention than any other aspect of the CBC. It still provokes a great deal of discussion.

The need to reflect the country, its regions and cultures, has always been tied, quite naturally, to the question of providing channels of expression for Canadian talent in various fields and from all parts of the country.

This is quite normal because a country expresses itself through its citizens who need opportunities to express their views, through journalists and commentators who reflect and interpret events, and also through artists and creators who traditionally, in all countries, are the interpreters of the thoughts, emotions, dreams and hopes of their neighbours and fellow human beings.

The CBC has recognized that there has been a failure to show effectively what each part of the country has to offer and to listen to what people in each part of the country have to say. There has been a lack of feeling and imagination in sensing the need of Canadians throughout the country -- not just those living in the two main broadcasting centres of Canada -- to express their views and emotions to the whole country and, if possible, to the rest of the world.

This may have been caused by a certain degree of diffidence about the objectives of the Broadcasting Act dealing specifically with the role of Canadian broadcasting in relation to the identity of the country. While most of these objectives place obligations on the whole Canadian broadcasting system, others either are directed specifically to the CBC or place a heavier burden of responsibility on it because it is the national broadcasting service:

- . to safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada;
- . to provide a service that is predominantly Canadian in content and character using predominantly Canadian creative and other resources;
- . to provide a service that is in English and French, serving the special needs of geographic regions, and actively contributing to the flow and exchange of cultural and regional information and entertainment; and
- . to contribute to the development of national unity and provide for a continuing expression of Canadian identity.

The last objective is not new: the same principle has been recognized in all the official documents which have dealt with Canadian broadcasting, as the following quotations indicate:

1929 Aird Commission on Radio Broadcasting:

Broadcasting will undoubtedly become a great force in fostering a national spirit and interpreting national citizenship.

1930, R. B. Bennett:

National consciousness featured and sustained and national unity strengthened.

1938 Parliamentary Committee:

Can be an important factor in creating a sense of national unity.

1951 Massey Commission Report:

The system recommended by the Aird Report has developed into the greatest single agency for national unity, understanding and enlightenment. National unity through common sharing of "worthier things."

1965 CBC policy statement of mandate:

Bring Canadians closer together. Provide continuing self-expression of Canadian identity.

1965 Fowler Committee Report:

CBC is...the most important single instrument for the development of a distinctive Canadian culture.

1965 Fowler Committee Report:

CBC is...the most important single instrument available for the development and maintenance of unity in Canada....Balanced service ... of factual and interpretative reports from the regions of Canada to increase mutual understanding and promote national unity.

One can understand that there might be doubts about this objective because it is subject to narrow, nationalistic interpretation, yet there is no country in the world where broadcasting, or indeed cultural policy, is not expected to contribute to the unity of the country.

As for the national broadcasting service, perhaps the occasional confusion about this matter would be clarified if there were agreement as to what is intended by the phrase, "contribute to the development of national unity." It does not signify, for example:

- . to favour a particular attitude to federal-provincial relations in a jurisdictional dispute;
- . to suppress the views in news or public affairs programming of those who raise questions about the constitutional arrangements proposed by a particular Government;
- . to ignore consistently a Quebec separatist or a B.C. or Maritime critic of the present constitutional arrangements;
- . to refuse an artist because of his extreme political views or because he supports the integration of Canada and the United States.

However, there should be no disagreement about the fact that the phrase does mean being consciously partial to the success of Canada as a united country with its own national objectives, independent from those of other countries.

Moreover, there is often confusion about the notions of unity and identity. It is regrettable that actual practices of institutions, both private and public, can create the impression that a "national culture" means the diffusion, throughout the country from the centre to its periphery, of well-developed patterns, highly-polished creative successes and masterpieces from Central Canada. One wonders through what strange institutional or mental process it appears to have been concluded that Vancouver needs to be made look architecturally like Toronto or Montreal.

Dr. Northrop Frye has dealt clearly with the dichotomy between unity and identity in referring to the CBC:

When the CBC is instructed by Parliament to do what it can to promote Canadian unity and identity, it is not always realized that unity and identity are quite different things to be promoting and that in Canada they are perhaps more different than they are anywhere else. Identity is local and regional, rooted in the imagination and in works of culture; unity is national in reference, international in perspective, and rooted in a political feeling...Assimilating identity to unity produced the empty gestures of cultural nationalism; assimilating unity to identity produces the kind of provincial isolation which is now called separatism. *

* Preface, The Bush Garden (Toronto, 1971), p.ii.

Dr. Frye's analysis applies, not only to Canada, but indeed to any country. T.S. Eliot, in his Notes Towards the Definition of Culture, says:

For a national culture, if it is to flourish, should be a constellation of cultures, the constituents of which, benefiting each other, benefit the whole.*

In the early years, television was stretching its new-found muscles: trying to attract audiences, establishing production centres in a few large centres, creating successful national programming, arousing national concern and blanketing the nation with transmitters.

Acting like a high tension electrical transmission system, television stations and networks learned to showcase innumerable talents, connect the nation with varied programming, keep great numbers of viewers glued to their screens and prove that Canada lacked neither creative nor production strength. In doing so, however, they inevitably by-passed some smaller production sources which found it difficult to meet the standards of the mainstream.

Ten years later the system is more flexible, and tools of television itself lighter, more mobile. The possibilities of switching and exchange are growing rapidly. Social groupings and regional loyalties are becoming more identifiable. People want to be heard and they are insistent. A wider spectrum of human resources can now be available to the people. But confidence is needed, as well as effective means of search and discovery.

The prophets of the wired city have been telling us "don't commute, communicate" for over ten years now. Thanks to a growing proliferation of the means of production, and a more flexible network of exchange, the convincing proofs of a live and vital culture can now originate from almost anywhere. This means that, instead of having to rely on two main production cities, all the major centres of the country, with their own resources, can now display their own individual talents, and their unpredictable ways of seeing things that only they can bring to life.

In 1971, John Grierson, in conversation with the CRTC, expressed the same thought with his usual eloquence and feeling:

The paradox of the cultural life is that there are no capitals of culture. Every church, however local, is holy ground, and equally so. It is this reversal of thought we ought to be serving, and with great deliberation

* Notes Toward the Definition of Culture (London, 1958), p. 58

and purpose if we really mean anything by the phrase "participatory democracy".

However, whether one focuses on the objectives of unity for the country or on the reality of our diversity and the need to reflect various identities and cultures, the Commission cannot conceal its own strong views on this whole question. It is obvious, in any case, that the views of the Commission and those of the Corporation have become closer in this area.

Basically, the Commission is of the view that neither the private nor the public sector has been determined enough in fulfilling these basic objectives of Canadian broadcasting policy.

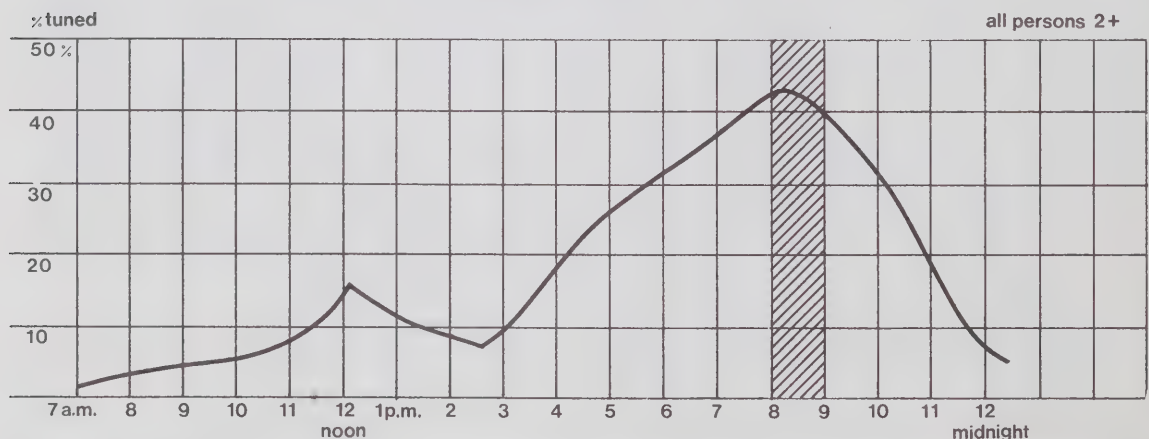
This is particularly regrettable in the case of the national broadcasting service because it is not inhibited from achieving this goal by the necessity to make a profit.

The Commission has explained earlier that, in its view, the CBC has, over the years, been too much influenced by marketing constraints and mass strategies.

There is every indication that this has denied Canadian programming prominence in peak hour scheduling on the English network. Further Canadian content increases, while important, will not be sufficient if such material is rarely scheduled when the majority of Canadians are watching television, that is between the hours of 8:00 and 9:00 p.m. The Commission proposes strong, concrete action to correct this anomaly in the conclusion to this section.

TELEVISION TUNING LEVELS,
CANADA. MONDAY TO FRIDAY AVERAGE, NOVEMBER 1971*

TELEVISION TUNING LEVELS—CANADA—MON-FRI AVERAGE
November, 1971



* BBM Radio and Television Data, February 1972

Nor can the Commission accept the view that better performance in this regard on the French network is by and large the result of the protection that market enjoys from U.S. competition because of the language barrier. The Commission believes that the French television network has in fact demonstrated a greater confidence in the material it produces, in its talent, in its audience and in its ability to make programs that deserve and get the best time periods in its schedule.

An exaggerated concern with the American way of doing things seem to have inhibited the English television network and sapped its confidence in the ability of Canadian talent to provide the programs which would fully achieve the objectives of Canadian broadcasting.

In recent years all parts of Canada have experienced a cultural development and an increase in confidence which has stimulated a generation eager to express itself in all media including radio, film and television.

There is continuous concern that Canadians are simply not aware of these developments, and this point was made at the hearing:

We have got to understand in this country that we've been imprinted on a foreign model. Canadians are not interested in their people because they don't know their own people. They are not interested in their own film because they don't know their own film.

Council of Canadian Filmmakers and the Society of Filmmakers

Two generations of Canadian filmmakers, many of whom in their own genre are among the most remarkable in the world, some of whom are between 40 and 60 years of age, have hardly been noticed and have virtually never had their work appear on the CBC English television network.

This case was made by a group of filmmakers at the hearing:

Mr. Chairman, we have a spectacular recommendation for the CRTC. We would like to recommend that the CBC English language network increase its content of Canadian movies 1000% over the next five years. That...will then give the Canadians films a 1% share of the market on the English-language network.

We all know the problem of feature films in Canada... and the development of the industry since the foundation of the Canadian Film Development Corporation in 1967....The fact of the matter is that since 1967-68 the CBC has aired over 2000 films on CBLT (Toronto)....Of these 2000 films... only two have been Canadian.

Council of Canadian Filmmakers and the Society of Filmmakers

It is a discouraging **fact** for anyone who has confidence in this country that administrative bodies like the CRTC have to initiate lengthy deliberations, make complicated recommendations and even resort to establishing quotas in order to ensure that Canadian accomplishments, whether in popular music, writing and book publishing, or theatre have their rightful place on our own airwaves. This is the paradox of "Canadian Content".

Yet, at the hearing, successful, published authors, acclaimed filmmakers, proven production talent from every part of Canada were all saying the same thing: Let us use the CBC to speak to the country. Let us tell the stories we know.

Consider the picture of this country portrayed on the CBC's networks. What is being projected of Canadian life from coast to coast? What are we finding out about each other? This was the situation in the Fall of 1973:

- . There were no regular series produced on the French network that **were seen** on the English network of CBC television
- . There were no regular series produced on the English network that **were seen** on the French network of CBC television
- . Nothing was produced in either the Northwest Territories or the Yukon for inclusion in either network's schedule
- . Only ~~three~~ regular network programs were produced in centres other than Montreal for the French network: an **exercise** program and a serious music program from Quebec City, and a program on make-up and "feminine deportment" from the French-language affiliate in Three Rivers
- . Manitoba, Saskatchewan and Alberta together originated only two regular program series for the English network: a celebrity music program, and a program of hymns

- The English station in Canada's largest French metropolis provided one sports program to the English network, and one pre-school program to familiarize children with the French language
- The Maritime Provinces, the so-called "East", originated two country and western programs for the English network
- Newfoundland originated one fifteen-minute hockey instruction program
- British Columbia originated one music program of ballads and folk music, mostly in an Irish vein, and one outdoor family adventure program.

This list does not reflect the fact:

- that regional production for the network during the summer months is greatly increased
- that programs are traded among various smaller production centres on a system of regional exchange
- that news items and other segments are produced in the regions for inclusion in centrally produced network programs.

Despite these qualifications, the earlier list of regular regional contributions represents the picture most Canadians get of this richly diverse country. It is not unfair to say that of all these regular, established regional network productions, only one can be said to exploit the elements of the physical and social life and the particular characteristics of the region in which it is produced.

These shortcomings are serious, and have been analyzed by the CBC. In response to the intense discussion of regional representation and involvement which took place throughout the hearing, the Vice-President of the Corporation stated the CBC's beliefs:

Our job is to help them express their identity, not only to their own people, but above all to the rest of the country and I would say that is the great priority these days of the national broadcasting service,

All those interested in the future of the CBC will be heartened by this undertaking on the part of the management of the Corporation.

It was also clearly stated that the Corporation intends:

- . to increase the proportion of Canadian programming to 75% for nine months of the year, if resources are available
- . to increase regional participation in network programming
- . to increase regional and local programming
- . to increase considerably the programming of Canadian films
- . to seek ways of making further use of Canadian programs, perhaps through cable television, and through educational and other channels, but not at the expense of creators
- . to find ways to preserve the best programs so that the works of talented Canadians produced for television or radio do not disappear.

The Commission realizes what a difficult job it is to build sensitivity to localized hopes and feelings into a complex broadcasting operation. Structures can be invented, committees of regional representatives can discuss ideas and scheduling. But if the people on the spot, the producers living in the regions, feel that what one intervenor called "the penalties of geography and distance" still prevent them from making programs for the whole country which authentically portray their regional identity and concerns, then frustrations will continue.

The fact that Canada is built on a bicultural structure provides a specific focus for the CBC's obligation to reflect one part of Canada to the other. The Commission endorses the concern of many intervenors that the CBC, by past neglect of this obligation, may have reinforced the feeling of solitude and exclusion inherent when two distinct linguistic and cultural groups share a country. The Commission finds it difficult to agree with the premise that the provision of more French-language services in areas of predominantly English expression, and English-language services in areas of predominantly French expression is alone an adequate response to this concern. This was recognized by the Corporation.

There have been "common endeavours" which have accomplished a unity of feeling and expression, and this was pointed out at the hearing. But the CBC is evidently not playing an adequate role in this regard if Hockey Night in Canada is the only regular "national event" which transcends a feeling of separation between the two major groups. Consequently, the Commission would be evading its fundamental responsibility if it did not call on the CBC for a more specific commitment to programming which bridges the differences between English-speaking and French-speaking Canada.

It is now more than two years since the Federal Government announced support for the concept of multiculturalism in a bilingual context. The Corporation has made efforts to portray Canada's multicultural diversity, most notably on its English-language network radio service.

What seems clearer is that the Corporation has taken insufficient advantage of the variety of Canadian cultures to enrich the programming content of the broadcasting system as a whole. As some intervenors said, a better use of these domestic multicultural resources could be a healthy corrective to the continuing imbalance of foreign influences in Canadian life. It was suggested that such resources could flow naturally from the locally and regionally based character of Canada's cultural minorities.

In this respect the Commission is committed to participate in a study group recommended by the Parliamentary Committee on Broadcasting, Film and Assistance to the Arts which will consider this matter. The group is to be composed of representatives of the Department of the Secretary of State, the Minister of State for Multiculturalism, the CBC and the CRTC.

There has been much comment on the fact that the Corporation seems to miss opportunities to actually create a collective Canadian experience on a wide national scale-- to provide real occasions for Canadians to share ideas and emotions. Many Canadians look back on the Canada-Russia Hockey series, for instance, with a kind of shared pride that make discussions of "cultural nationalism" seem superfluous. The Corporation is uniquely capable of initiating such occasions which give us a sense of the elements of identity we share from coast to coast.

Any national broadcasting service has an obligation to facilitate communication among the regions of the country. But there are few countries with geographic distances to compare with those of Canada, and whose people feel such cultural and regional loyalties.

This fact is the source of many difficulties, but it is also the *raison d'être* of the CBC. In order to evolve a complete, living and accurate picture of a society as complex and far-flung as ours, the national broadcasting service must constantly be open to new and uniquely Canadian ways of stimulating common understanding, so that themes and images, which have been neglected or whose potential is as yet unfulfilled, take their proper place among the more familiar television presentations.

CONCLUSIONS

1. Everyone interested in the national broadcasting service should be encouraged by the undertaking of the management of the CBC to:

- . increase the proportion of Canadian programming to 75% for nine months of the year, if resources are available
- . increase regional participation in network programming
- . increase regional and local programming
- . increase considerably the programming of Canadian films
- . seek ways of making further use of Canadian programs, perhaps through cable television, and through educational and other channels, but not at the expense of creators
- . find ways to preserve the best programs so that the work of talented Canadians produced for television or radio does not disappear.

2. While the Commission welcomes these undertakings, it also encourages the Corporation to develop and enunciate clear and precise policy to ensure that:

- . the national broadcasting service safeguards, enriches and strengthens the cultural, political, social and economic fabric of Canada
- . its programming, in every category is predominantly Canadian in content and character
- . it serves the special needs of geographic regions and contributes to the flow and exchange of cultural and regional information and entertainment
- . the national broadcasting service contributes to the development of national unity and the expression of Canadian identity.

The Commission recommends that the following approaches be considered:

- a. create, by decision of the Board, a special fund within the budget of the Corporation to finance special programs or series of programs, and to fund exchanges of staff and program participants designed to help reflect English-speaking Canada to French-speaking Canada and vice-versa

- b. use a similar technique to finance programs produced by regions for the networks and programs reflecting the multicultural diversity of the country
- c. re-assess events, which traditional or conventional evaluations and practices have classified as regional or local, in the light of their interest for national audiences
- d. derive the maximum benefit from the instantaneous transmission and switching capabilities which exist from British Columbia to Newfoundland, rather than using them as a carrier of pre-recorded material only
- e. develop new formats for more regular and attractive programming of events and developments in the fields of Canadian literature, art, film and the theatre
- f. make provision to acquire, at the outset, the necessary rights to permit the further use of CBC programs by schools, educational organizations and possibly cable television
- g. undertake to find ways to ensure that the best CBC radio and television programs are preserved so that the works of talented Canadians do not disappear.

3. The Commission urges the CBC to play a strong role in the development of the Canadian feature film industry both by participation in the financing of films, and by their regular scheduling on the French and English television networks. Specifically in this regard, the Commission strongly recommends that the CBC present on each network, not less than 12 times per year, the first television showing of a Canadian feature film.

It is further recommended that where the CBC has the opportunity to do so it seriously investigate the use of its considerable purchasing power of foreign made feature films as a lever to effect the distribution of Canadian features in other countries.

4. The Commission recognizes that the CBC exceeds the proportion of 60% of Canadian programming required by the CRTC and that it intends to increase this proportion if adequate resources are made available.

The Commission notes, however, that during the portion of the evenings when the largest number of viewers are watching television, from 8:00 to 9:00 p.m., most of the programming on the English television network, namely 72%, is foreign entertainment. Only 28% is Canadian, including hockey.

The Commission proposes to attach a condition to the CBC's television licences requiring that 50% of the programs broadcast between the hours of 8:00 and 9:00 p.m. during the fall and winter program period be Canadian in content. This percentage may averaged over four week periods. All such programs will be required to be broadcast on CBC affiliates as part of the network's reserve time requirement. This condition will be in addition to the Corporation's responsibility under the existing CRTC regulations affecting Canadian content.

SECTION III

THE COMMERCIAL CONTEXT

There is a growing concern in our society that broadcasting in general and television in particular has become excessively influenced by the North American merchandising system. On a number of occasions the Commission has stressed the importance of the CBC as the major instrument for enabling the Canadian broadcasting system to establish a new relationship with the commercial environment.

The traditional role established for the Corporation as the publicly funded national broadcasting service is especially threatened if the criteria of the marketplace are permitted to predominate.

The CRTC made its strongest statement about the influence of marketing logic within the context of the national broadcasting service in its Public Announcement concerning CBC radio policy issued on 29 June 1972. In this Announcement, the Commission stated its view that the CBC's plans appeared "to exhibit a concern with audience ratings which is influenced more by standards of commercial popularity than by standards of programme distinctiveness and excellence." The Announcement continued:

For over 35 years, the people of Canada have supported the service of the Canadian Broadcasting Corporation with public funds in order to achieve standards in Canadian broadcasting which a strictly commercial system could not attain.... The Commission is firmly convinced that any tendency on the part of the CBC to achieve better ratings by imitating or approximating programming forms of commercial stations must be strongly resisted. The reason is simple. There is no need for more of the same. More particularly, there is no need to spend public funds largely to duplicate what is already provided by commercial operations.... The Commission recognizes the difficulty of the task facing the Corporation. It must produce programs which are of a high standard representing a distinct contribution to the overall Canadian broadcasting system and which, at the same time, will enjoy as wide acceptance as possible from the public. However, only the difficulty of such a task can justify the need of a tax-supported institution to achieve the objective.

The CBC's involvement in commercial activities received much attention at the hearing. Discussion with intervenors on this subject revolved around two major concerns: public annoyance at the frequency and inappropriate nature of commercial interruptions in programming, and the influence of commercial considerations on the selection and scheduling of programs for purposes of maximizing audiences.

There was almost complete agreement among intervenors that the CBC's commercial posture was not in keeping with its mandate to provide a national broadcasting service primarily supported with public funds. There was criticism that the CBC was simply "a replica of commercial broadcasting ... using programmes mainly as vehicles for commercial advertising, to be interrupted at will." "The public corporation should never be just another broadcaster, programming in response to popularity ratings," soliciting audiences with mass appeal programming formats. Program schedules need not be "slavishly built around clock hours and commercial breaks."

The written briefs and the oral presentations covered a wide range of concerns related to advertising: content standards, commercial placement within programs, advertising directed to children, the representation of women in commercials, the suitability of commercial interruptions in certain types of programs and, ultimately, the withdrawal of the CBC from all commercial activity.

Many considered that the Corporation's engagement in advertising activities, while providing an additional source of revenue to the public funding voted through Parliament, is inimical to the "public service" aspects of the national broadcast service.

The CBC obtains about twenty per cent of its total operating budget from commercial sales, but there is growing concern that this source of revenue exerts a disproportionate pressure on the programming policy of the CBC.

This is a problem which has existed since the very beginning of the CBC, has developed over the years, and has been inherited by the present CBC management.

The justification for CBC's reliance on commercial revenue has always been a practical one. A fairly typical rationalization for maintaining the "mixed" system, combining government subsidy and the revenue from commercial sales, was given by Leonard Brockington, the first CBC president, in an appearance before a Parliamentary Committee in 1939:

Commercial policy ... has provided a number of highly entertaining programs It has established most cordial relations between the Canadian Broadcasting Corporation and the great chains of the United States.... When time has been occupied by these commercial programs it has to some extent released time and funds for our own sustaining programs....It has provided us with moderate revenue.

The 1972/73 Annual Report of the Corporation contains the following rationale for its involvement in commercial activity:

- . to get the distribution of its programming to the largest possible number of Canadians, through not only its owned and operated stations but through private affiliated stations who depend to a degree on the revenue paid to them from the network for carrying network service;
- . to reduce public cost;
- . to obtain programs which would not be available unless commercially sponsored; and
- . to play its role in the economic life of Canada.

The Commission is, of course, aware of the constraints on the CBC in providing the national broadcasting service including those imposed by the mandate itself and by the technological and economic environment. Any recommendations with respect to the CBC's commercial policy must of course take such considerations into account.

The Corporation has many priorities. Amongst other things, it must provide a balanced program service of high standard, it must provide a basic broadcasting service in English and in French to all parts of Canada, it must develop a communication service for the Canadian North, and it is from time to time called upon to play a role in the development of second service in areas unable to support private ventures in a competitive market.

The Commission is concerned that amidst all these responsibilities and obligations, the Corporation should not be impeded in carrying out the objectives for which it was established. Nevertheless, the Commission has become convinced that the disentanglement of the Corporation from the commercial context is an urgent priority. X

Canadian broadcasting as a whole is overwhelmingly influenced by merchandising strategies. In the light of society's growing intolerance of the unquestioned consumption of material goods, this represents a particularly important challenge for the national broadcasting service.

The energy "crisis" and recent inflationary trends have made the public more and more aware that there is a need for a disciplined use of certain strategic resources. The opinion is increasingly expressed that Canada may have a moral obligation to make better use of its material goods in order to share our wealth with others less fortunate.

John Clement, the Ontario Minister of Consumer and Commercial Relations, in a recent speech to the Broadcast Executives Society in Toronto, spoke of the relationship between broadcasting and advertising:

The success of broadcast advertising brings with it a concern about the level of individual consumption in our society. Advertising makes possible the introduction of new and better products....But do we need as much impulse to consume as we are now getting from the broadcast media?... Television not only distributes programs and sells products, it also preaches a general philosophy of life. It seems to say that the primary measure of an individual's worth is his consumption of products.

In 1968 the Federal Government established a Department of Consumer and Corporate Affairs "in the interest...and for the protection of the Canadian consumer." The Department has been active in the areas of consumer protection, product standards and consumer education.

Provincial governments have also taken an increasing interest in consumer issues. Quebec has been active in establishing a code for television advertisements directed to children, and is currently preparing legislation respecting credit advertising by financial institutions. Ontario is drafting regulations designed to provide consumer protection in the field of warranties, requiring adequate means of redress if "guaranteed" products do not meet reasonable standards of performance.

Many are of the opinion that the promotion of consumption and a credit society by means of commercials on the national broadcasting service is not adequately balanced by consumer information. As one intervenor expressed it:

Commercials have an infinitely more visceral, and thus profound, impact on the audience than the programs they interrupt...and so they should, since they often cost a hundred times more money to produce per second than regular programs.

As a result, they transport huge amounts of practical information along with something like social value overtones. But what are they saying?... If commercials

are considered a public service, a consumer directory, then why let an ad agency design and manipulate the content? How about a ten minute documentary comparing all three hundred refrigerators available and listing the merits? That would be a public service.

Television is a powerful communications tool. Its potential for social benefit is high. But this potential is not realized in much of what television transmits. Both commercials and programming tend to convey instant solutions to life's most pressing personal problems. As long as television is in a commercial, mass-marketing strait-jacket, there is little long term hope that it will become freer of the violence, cheap sensation and facile treatment of serious human questions that so easily attract audiences in such an environment. The Commission is convinced that broadcasters, both public and private, must deal more adequately with the human values implicit in the objectives of the Broadcasting Act. X

The Commission has concluded that the CBC should undertake immediately a serious reconsideration of its commercial policy in order to assess what changes are required in the light of changed and changing public attitudes. Should this entail the eventual complete withdrawal of the CBC from commercial activity, this must be faced and planned for now.

The proposition that the CBC withdraw partly or completely from commercial activity has been criticized by some on the grounds that it would simply result in increased profits for competing private stations. The Commission entirely rejects this argument and states its conviction that increased earnings of private broadcasters could well be employed to extend alternate broadcasting services and to increase the quality and quantity of program production. The Commission intends to continue to use the authority expressed in its mandate to ensure that this is done.

The Commission has already indicated its intention of working out with private television broadcasters ways of improving the programming of commercial messages on television. The Commission intends to pursue this matter vigorously. But the Commission does not agree with those who say that the Commission should first change the commercial climate in the private sector and then address itself to the problem of commercialism in the CBC. In the opinion of the Commission, a responsibility of leadership in this area is definitely incumbent upon the CBC.

There are, of course, many serious problems surrounding any reduction of the CBC's commercial activity. The CBC President was asked to comment on the proposition that "in the long run, the CBC should become purely a public service network and phase out of commercialism completely, or almost completely." He replied that there would be many difficulties:

it would cost about \$80 million dollars -- \$50 million in lost revenue, \$17 million in compensation to the affiliates, and \$13 million as the cost of replacing the commercial time with programming. In addition, an acceptable arrangement for the carriage of CBC programming would have to be worked out with the private affiliates.

The source of many of the problems is the nature of the CBC's program distribution process with its heavy reliance on privately-owned stations. This is, of course, not a new situation. Over the past twenty years, the priority policy of Canadian broadcasting was to extend broadcasting service to as many Canadians as quickly and effectively as possible. The present management of the Corporation has inherited this situation. However, this must not preclude a re-examination of priorities in the interest of resolving the inherent contradictions arising from the reliance of a publicly funded broadcasting service on commercial revenue.

The present affiliate agreement is subject to complaints from both sides. From the Corporation's point of view, the use of private affiliates restricts the network's flexibility and results in limited or constrained distribution of some CBC-produced Canadian programming. The affiliates, on the other hand, complain that the CBC reserves the largest amount of peak viewing hours for its network programs without distributing to the affiliates a sufficient proportion of the revenue from sales within these programs.

There is also for the affiliate the problem of priorities. There are times when the CBC, in the national interest, will schedule a network program which pre-empt's the affiliate's local program originations. The question then arises, what is the function of the private station -- to provide a community service to the area for which it is licensed, or to provide the national service to that community?

This leads to another question: what constitutes the national service, especially when the period of maximum audience is so dominated by U.S. programming? How many hours are required to provide it? In the English service division of the CBC television network, the agreement between the CBC and its private affiliates calls for network reserved time of 55 hours. In practice some 42 to 50 hours per week are being utilized for the national service. The number of hours varies with the different provinces and their educational programming. There has been little change in the reserved time pattern over the years despite the advent of second and, in some cases, third Canadian service and the proliferation of channel distribution via cable television.

As CBC proceeds with its plans to establish its own television and radio facilities in various parts of the country, its dependence on private affiliates for distribution of its services is, of course, diminishing. Increasingly, this dependence will be only in smaller communities across the country.

At the hearing, the CBC stated that it was already prepared to adopt a new approach to advertising. It enunciated as its objectives: "to reduce or eliminate negative effects of commercial and/or service messages in television programs of special public interest and artistic merit, and to open up portions of the schedule to program innovation, free of normal time constraints and commercial interruption." These objectives would be subject to two constraints: the "maintenance of a balanced (program) schedule to ensure that CBC and affiliate stations remain competitive, and the protection of an acceptable revenue position."

Specifically, the Corporation plans to maintain those programs already free from commercial messages, such as news, public and current affairs, and to extend the classes of programs to be exempt from internal interruptions to include federal and provincial elections, significant events such as federal/provincial conferences, and presentations of merit such as high quality dramatic productions. "Programming should be the key element....The advertising will be related to the programming in a way which doesn't create problems....Commercials will not be disruptive. Their role will be defined in terms of the program, not the program in terms of the commercials."

The CBC also undertook to "program a commercial-free evening regularly" in order to provide an in-depth treatment of a major theme or to experiment with the "magazine" format and "to move towards an evening... which is not defined by the regular break or structure of North American scheduling."

The Executive Vice-President stated the Corporation's intention to cease to carry any advertising in its television programs directed to children, conditional on the availability of additional Government funding. The CBC has previously informed the Parliamentary Committee on Broadcasting of this intention. With respect to radio, the President stated that there is a formal proposal before the CBC Board of Directors that the CBC "get out of radio commercials altogether."

These actions constitute vitally important steps in the achievement of larger objectives. At the end of the Commission's questioning of the Corporation on the first day of the hearing, the Chairman asked the President of the CBC what model he would propose for a public broadcasting system for Canada if the CBC did not exist and if there were already two or three commercial networks in existence.

The President replied: "I would be inclined to say that it should be ... a total public system....If there were the money and the resources... it would make the job of making it different, more simple."

CONCLUSIONS

1. At the hearing, the President announced the intention of the Corporation to effect the following changes in the commercial activities of the CBC:

- a. By the end of 1974 commercials would be eliminated entirely from programs on CBC radio other than those programs which are available only on a sponsored basis.
- b. Provided public funds are made available to offset the lost revenue, commercials would be eliminated from CBC children's television programs by the end of 1974.

The Commission proposes to attach to the appropriate CBC licences conditions requiring implementation of these intentions.

2. The President also stated that, in television, CBC intends to maintain its policy that certain classes of programs should be free of commercial interruptions, including news and public affairs, and to extend the classes of programs to be exempt from internal interruptions to include other programs of special public interest and artistic merit, including high quality dramatic productions. The Commission welcomes this initiative and offers as a suggestion derived from the many complaints it has received with regard to these matters, the following scheduling guidelines:

- a. Interruptions for advertising material should only be permitted if the flow or mood of the program will not be disturbed.
- b. The number of interruptions, and the number of commercial or other messages in an interruption, should vary according to the nature of the program. Several interruptions should only occur in programs constructed to accommodate them such as variety programs, situation comedies and sports actualities.

3. The Commission points out to the Corporation that it is a Commission requirement that, unless otherwise clearly indicated, advertising material in any television program other than a live sports program or live actuality must be preceded by visual or sound material clearly indicating the beginning and the end of the advertising material. The Commission expects the Corporation to ensure strict adherence to this requirement at all times.

4. The Commission proposes to attach a condition to the CBC's television licences requiring that the total amount of time permitted for any non-program material, including commercial messages, network or station promotional messages and public service messages, in any clock hour be reduced. Effective 1 October 1975, the total number of minutes occupied by such material in any clock hour must not exceed eight minutes. Effective 1 October 1976, the total must not exceed seven minutes, effective 1 October 1977, six minutes and effective 1 October 1978, five minutes. Thus, in five years' time, the duration of the CBC's television network licences, the total amount of time allowed for such advertising material will have been reduced by fifty per cent from the present level, which generally is a maximum of ten minutes on a CBC station.

5. The CBC should undertake a thorough review of its scale of rates for the sale of television network and station advertising time. The Commission considers that the CBC should, in establishing such rates avoid any tendency to take advantage of its subsidized position.

6. The Commission recognizes that the necessary changes in the CBC's commercial operations will have a very substantial impact on its arrangements with its private television affiliates. The Commission considers the revision of these arrangements to be a priority matter and will be prepared to assist in negotiating the required new affiliation agreements.

7. The Commission was informed that the CBC is negotiating new affiliation agreements with its English and French radio network affiliates. The Commission expects that these negotiations will be completed without delay and that the resulting agreements will require each affiliate to carry no less than 35 hours per week of CBC network service.

8. In summary, the Commission considers that every effort must be made to remove all constraints which handicap the Corporation in achieving the objectives for which it exists. Commercial activity deflects the CBC from its purpose and influences its philosophy of programming and scheduling. It must, in the Commission's considered opinion, be reduced or even eliminated entirely.

During the next five years, every effort should be made by the CBC to eliminate as many as possible of the excesses and undesirable effects of commercials on its television service. The CBC should also, during this period, assist advertisers and advertising agencies who have expressed a desire to improve advertising practices in order to make them more responsive to the values and concerns of a changing society.

SECTION IV

INFORMATION: THE PUBLIC'S RIGHT TO BE INFORMED

The Broadcasting Act requires that the programming provided by the Canadian broadcasting service provide "reasonable, balanced opportunity for the expression of differing views on matters of public concern." This principle is the essence of a free society and, however peacefully we may have inherited it and its benefits, it is one that we take lightly at our peril. It is a principle that lays upon broadcasters the most constant and exacting questions and responsibilities.

Decisions made in CBC newsrooms and program planning sessions control what views are to have access to the most powerful Canadian instrument for the dissemination of views in this country. Many of these decisions are made, and will continue to be made, on competitive, print-oriented standards of "newsworthiness". But there will always be the need for re-appraisal and evaluation of the application of this most fundamental principle of all free societies.

To provide "reasonable, balanced opportunity" suggests far more than a simple "weighing" of fairness. In 1954, the then Chairman of the CBC, A. Davidson Dunton, explored the concept in a speech at the University of Saskatchewan:

I think it is out of date to think only in terms of freedom of expression; we need to think just as much about freedom of impression. It is no longer just a question of the liberty of some to put out; it is a question of liberty for the public to take in, if they wish. I think the true test of freedom in mass communication is whether or not people in practice have available to them a wide range of ideas and information...from which to choose.

It is inimical to such an approach, and to the principle set out in the Act, that views should be suppressed or that brutal, unpleasant or uncomfortable realities should be glossed over, however much the Commission, or the CBC, or any other broadcaster is pressured to do so. The Commission's view is clear in this respect, and it has taken firm action when any arrangement is suggested that might constrain the freest exercise of journalistic initiative.

But the effectiveness of this principle depends upon there being, within the limits of human frailty, a completeness in the views available. It is not the newsman's liberty that is threatened if only a narrow range of views and concerns are treated, or if there are missing themes of

great consequence. It is the liberty of the society that is affected. The public knows when the picture of the world offered by broadcasters is seriously incomplete. There is also a growing concern that people are not being equipped with enough real information in order to cope effectively with every-day life. Such vital contemporary areas as labour, business and science claim they cannot get their message across accurately, if at all.

This is not to suggest that the CBC withdraw from the confrontation, the crisis, the conflict, even the inhumanity of which all large news operations are so much a part. The CBC is at the centre of these dilemmas. Upon it rests a major responsibility to find solutions.

A new factor of great importance is the possibility that major broadcasting institutions will themselves become new complexes of self-serving power and ideology, polarizing opinion and rendering public unanimity on the large questions of society increasingly difficult.

Already we can see the first signs of this trend. On the one hand there are the vigilant, probing, aggressive media with their developed taste for striking images, and the tendency to amplify the excess, the rupture, the contradiction. On the other side, the public service institutions, planning organizations, departments of government, social service agencies, even governments themselves concentrating on creating consensus, favouring forms of moderation or adaptation, trying to achieve consistency in rapidly changing circumstances.

This forces the larger question of the role of the publicly funded national broadcasting service. Should it expose and amplify ills, wants, conflicts and problems, leaving to others the job of building a collective will, of finding, or even giving any prominence to, solutions? Or must it attempt to portray both by resolutely balancing its approach to news and public affairs? The Commission urges the CBC to consider what could be accomplished in the public interest if there is a balance between:

- . quickly given opinion and inquiry and knowledge
- . problem exposure and problem solving
- . adversary confrontation and constructive explanation
- . amplifying conflicting views and co-operative intelligence
- . dramatic images and structured records and explanations
- . capsule reports dictated by events and the planned, developed treatment of those events.

Such a list is only intended to suggest the depth of the reappraisal that could be undertaken. There is no doubt that the knowledge and judgement exists within the CBC's own corps of producers, journalists and commentators to effect such rethinking.

The paradox is that the men who possess such great power, and who seek a sense of social and human responsibility, are often forced to leave it aside in the headlong rush for the striking and sensational.

It is a difficult challenge to build the body of professional skill, expertise, knowledge and ability required to comment on adequately and elucidate to the fullest possible extent the complex and growing areas which are of concern to society.

Moreover, for each complex series of forces and phenomena in society there are appropriate means of presentation and treatment -- forms that give coherence and provide understanding. How pitiful the journalistic apparatus of analysis, display and extrapolation must appear to a professional scientist or engineer who has access to and the ability to use all kinds of devices, who knows the value of schematic representations, computer graphics and three-dimensional charts. Against these kinds of instrumentation with which so much of our social and economic future is planned the journalist films "talking heads" against a curtain.

These are some of the formidable conceptual, technical and creative challenges facing the CBC as well as all large systems of information and opinion in contemporary society. There is, however, another series of concerns regarding the role of the CBC in informing the public for which well-established patterns and clear rules already exist and should be reinforced.

There must be, first of all, internal rules and professional discipline governing comment if it is to be fair and meaningful. There is no denying the broadcaster's right to challenge and criticize organizations of power, large or small, in any part of the social structure. But broadcasters themselves represent powerful, well-financed organizations, and they are complacent if they do not insist that the comment they present is knowledgeable and relevant, given the complex and confusing world in which we live. If there is not this insistence, a kind of self-righteousness becomes the all too familiar pose.

Even satirical comment has a discipline, as any practiced professional knows. Shallow, abusive statements, masquerading as humour, are neither comment nor satire, and do not belong on the public broadcasting system, or indeed on the airwaves at all. The Commission is particularly

disturbed by examples such as the following, heard recently on a local CBC radio morning program:

They said, a little while ago, that in Japan there are still a lot of traditional customs observed. In Japan there was apparently a government minister who committed Hari-Kari because he had been doing his job badly. He committed Hari-Kari, into his stomach. If our politicians followed his example, it would be mass slaughter. When you think about it, there would be a lot of them who wouldn't go that far, because if they sliced open their guts, they'd find they didn't have any.*

Secondly, there is the whole realm of journalistic ethics. Lack of trust and confidence in the integrity and sense of responsibility of CBC journalism is all the more damaging because the CBC is in many ways the only truly national newspaper, newsmagazine and opinion forum. The tendency to stereotype businessmen, politicians or hippies, for instance, should not be tolerated in the news profession any more than should the tendency to stereotype all newsmen by some politicians or public officials. There is the integrity required in interviewing which is not at all served by putting one's own answers or convictions into a guest's mouth. Honest, accurate reporting and knowledgeable examination of all views are basic rules of all broadcast journalism.

Finally, there are the more general rules of debate so essential in a free society. It is unthinkable that the national broadcasting service, or any national broadcaster for that matter, which is as powerful a forum for the discussion and presentation of public issues as Parliament itself, should not have at least as vigorous and rigorously applied rules of debate and right to reply, and as strict a requirement to discharge the burden of proof for statements of fact. Yet, the Commission constantly receives complaints that the public airwaves are being used for ill-informed opinion, shallow or gratuitous comment, and incorrect and uncorrected reporting of serious public issues. While this may be the result of accelerated pressures for "stories", nevertheless, from whatever causes it arises, it is well to recall the warnings of Walter Lippman 20 years ago:

Rarely...does the mass audience have the benefit of the process by which truth is sifted from error -- the dialectic of debate in which there is immediate challenge, reply, cross-examination and rebuttal. The men who regularly broadcast or comment on the news cannot...be challenged by their listeners and compelled...to verify their statements of fact.

* Exact translation from tape.

Yet when genuine debate is lacking, freedom of speech does not work....It has lost the principle which regulates it and justifies it -- that is to say, dialectic conducted according to logic and rules of evidence. If there is no effective debate, the unrestricted right to speak will unloose so many propagandists, procurers, and panderers upon the public that sooner or later in self-defense the people will turn to the censors to protect them.

Above and beyond the responsibility of all broadcasters in the area of public affairs is the particular responsibility imposed on the CBC as the national broadcasting service to feature and concentrate on issues, events and personalities throughout Canada in a way which no private broadcaster could possibly afford. While the Commission is impressed with the variety and scope of Canadian news coverage on both television networks, it has received criticism for the CBC's lack of more extended coverage of public conferences or meetings of obvious public importance and, in some cases, of pressing national significance.

Every broadcaster is aware of the intensity of interest and concentration that can be generated in an audience by the feeling of actually participating in an important event. It is regrettable that public deliberations of serious issues are not given more extended coverage. The considerable skills and techniques developed by the CBC in the coverage of sports and of state occasions could well be used on a more regular basis to enable the Canadian people to participate in events such as the proceedings of meetings of ministers either nationally or regionally and other conferences and meetings where issues are discussed, not by commentators, so-called experts or reporters, but by decision-makers themselves.

If the CBC has a unique responsibility to portray the present, it has no less a responsibility to prepare the future. One intervenor expressed it this way:

(The CBC)... must not do showbusiness now, but it must do business for the nation which is the most important business it can do -- that is to promote sensible and wise citizens that can live in a world where we are going to find compounding problems in the next 20 to 30 years.

The producer of CBC's Images of Canada rounded out the description:

Some of us work in day to day journalism and have to be very much "of the moment", and many of the planning and production problems relate to the speed of what we have to do. Some of us work on a much longer time scale, trying

to develop ideas for programs which might emerge on the screen two, three, four years from now; and some of us are also concerned because that's our special responsibility, to try to think ten years ahead. What kinds of issues in the society, what kinds of interests in some small minority of the immediately available audience may emerge as major interests five years from now.

We have this prophetic function, if that word isn't too pretentious. We must think this way.

The Commission considers that this kind of commitment to long range planning of themes and mapping of future concerns has already produced some of the most sensitive and acclaimed productions of the CBC.

The CBC's responsibility to inform the public of Canada will be well fulfilled if such sound general principles as those developed by its Vice-President on the last day of the hearing are followed:

(The creative person has) a fundamental responsibility to the subject itself, whatever it is he is talking about, the subject matter: the nature of reality...the facts and feelings...are, above all, the things before which every creative person must be humble, must be respectful.

CONCLUSIONS

1. The Corporation's news and public affairs activities place it at the very centre of the issues, problems and conflicts affecting contemporary society. The Commission will continue to support fully the right of the CBC and all broadcasters to inquire freely into and expose these issues, problems and conflicts and to investigate abuses or threats to freedom wherever they occur.
2. The Commission considers that far greater attention must be paid to those standards of professional broadcast journalism, including the rules of debate, the right to reply and the requirement of evidence in support of assertion, which alone can ensure the public's equally vital freedom to receive accurate information and informed commentary on all sides of important questions of public concern. Prejudice, shallow, ill-informed opinions and irresponsible comment have no place on the nation's most powerful public platform.
3. The Commission believes that the Corporation fails to carry out its responsibility if it concentrates on exposing and amplifying ills, wants, conflicts and problems, leaving to others the job of finding and exposing valid solutions. The Commission is convinced that a whole sector of the CBC's efforts in the area of public affairs should be guided by long range editorial policies different from those which apply to the daily selection and reporting of "news". The Commission recommends serious consideration of policies designed to:
 - . integrate and give coherence to apparently random and unrelated issues, problems and concerns;
 - . search out and explain the long range trends in various fields that affect the future of society;
 - . prepare the public for sudden change and radical new tendencies;
 - . follow up solutions to conflict and confrontation;
 - . seek areas of public concern where consensus and collective approaches have developed and are proving successful.
4. Television and radio are unexcelled for their ability to enable distant audiences to feel they are actually participating in events directly transmitted into their homes. The Commission is concerned that such an ability is not exploited on a more regular basis so

the public can share directly in the deliberations of important public bodies. The CBC has taken leadership in facilitating the coverage of the proceedings of legislatures in certain of the provinces. The Commission feels this policy could be extended, and a more regular approach taken to seeking and selecting for extended coverage other important meetings, conferences, seminars and public forums where important issues are deliberated by responsible individuals. Too often key meetings of this type receive only casual reports in regular newscasts when they warrant the same coverage in terms of care, attention and skill as is at least regularly given to athletic events.

A dramatic increase in the time devoted to the coverage of such deliberations could, of course, strain the ability of the networks and their stations to contain them in present schedules. The Corporation should, however, start bold planning now and consider whether such services might not warrant investigating other methods of diffusion such as cable.

SECTION V

AN OPEN, RESPONSIVE PUBLIC SERVICE

The CBC has historically been accused of rigidity and lack of responsiveness as a public institution. There are even those who feel that the CBC is so big and set in its ways that it cannot be reformed, and should be dismantled. Comments can reach considerable heights of criticism which are patently unfair:

My impression of the CBC is of an enormous, torpid unimaginative bureaucracy whose sheer bulk creates an inertia which defies change and renders it indifferent and invulnerable to criticism.... Why not sell the CBC... to Canadian business. I cannot imagine that the quality of programs would be much worse.

Intervention filed with the Commission, from Edmonton, 15 January 1974

The Commission rejects this argument. But it cannot ignore those who genuinely feel that the CBC, like many large governmental organizations, is not open to new ideas, is slow in responding to public needs, is ponderous in making decisions in obvious cases, and tends to operate as if it were a private vested interest.

The Corporation is susceptible, like many similar organizations, to the danger of not keeping open its lines of communication with the public, with the performing and creating talent on which it depends, and with its own staff. There is every indication, however, borne out at the hearing, that top management is attuned to problems of this nature.

The President dealt at length with the critical problem of "maturity" in the organization. The Commission agrees that this is a problem large firms have, that universities have, but "that it is much more critical in creative organizations." There is reason for optimism that CBC management can find the answer to the basic question its President posed of such a "mature" organization: "How do you change it?"

There is no doubt the CBC will have difficulty fulfilling the broad public mandate laid down by Parliament if it allows itself to become inward-looking and defensive, or if it is insensitive to the society around it.

The Commission has pointed out elsewhere in the past that such attitudes can lead, for instance, to a programming philosophy which reflects less the needs of the public and the challenges of the mandate than the need for institutional survival. A public broadcasting service is not created to perpetuate itself or its management and staff, but for a specific

social role. If it becomes self-satisfied, or self-centered, it can become ineffective for the very purpose for which it was created.

The Commission intends, therefore, to comment on a number of situations which reflect the concern of the public, the creative community, and specific intervenors with this kind of institutional problem, and to make several recommendations.

There is, for instance, the complaint that the CBC does not encourage, or is insensitive to, creativity and innovation both from its own staff and from outside writers, performers and producers.

Effective communication depends upon imagination, a flow of fresh, creative ideas. Not much is communicated if what is said is predictable or routine. This is one of the most important aspects of "quality" programming which is of such high priority at the CBC. Quality depends on the two-way flow of ideas, and the transformation of these ideas into programs. Successful programmers are purveyors of ideas on the one hand, and active seekers of ideas on the other.

Creativity seldom exists where staff has become settled in routine, where there is suspicion of younger, potentially disruptive talent and skills, or where there is such a proliferation of structures that initiative is stifled. The Corporation appears well aware of these symptoms and many of its proposals, such as retraining plans, sabbaticals and a fuller utilization of all its own human resources, are designed to treat them.

Better management and encouragement of internal staff is one response to the problem. But it does not answer the criticism that the CBC is unreceptive, or is slow to respond, to ideas from outside its own organization, or even from outside its main production centres.

The hearing was given, at one point, an explanation of the protracted process by which an idea becomes a program at the CBC. Such a process might indeed discourage all but the most persistent creator. The long process of decision making, committees and structures, is surely inimical to a free flow of ideas especially for those geographically removed from production centres, or unable to lobby from a position of strength within the Corporation.

The creator is, after all, only interested in the idea, the concept. He or she deserves a full and fair hearing, deserves to work with a decision maker and have a firm decision made promptly, wherever he or she comes from.

Everything we do revolves around the program. Our *raison d'être* is the strength of the program ideas, the imaginativeness and relevance of the program concept, whether it originates from Toronto or other production centres in Canada, from within the Corporation or from outside it.

A producer's intervention at the public hearing

In the Commission's view, the Corporation should take the necessary steps to create a climate of receptivity to new ideas and to create clear channels of decision for their evaluation. Welcoming new ideas is a beginning. A means must then be created for fresh untried ideas to be sought on a systematic and continuing basis.

An increased sensitivity on the part of the Corporation to developments in creative fields outside broadcasting and a more rapid response reflected in its programs would appear to be one of the clear benefits of such a management pattern.

The Commission was told at the hearing, for example, that the Corporation had not paid sufficient attention to the dramatic developments which had taken place in Canadian writing and publishing in English-speaking Canada. It heard at the same time of the Corporation's relative neglect on the English television network of Canadian feature films and other film-making activity.*

An open and aware creative organization will be concerned that it establish an equitable balance between productions generated within the Corporation and those generated outside.

In television, there is always a natural tendency toward the routine, toward the safe repetition of the successful format. This tendency is magnified if too much of the creative or production activity is under the direct control of one organization in one centre. This was the self-defeating situation in the old Hollywood film studios, which led directly to the smaller and more diversified independent production arrangements which are the rule today.

*This problem is dealt with more fully in Section II of the Announcement.

Furthermore, as the CBC pointed out, it is not economically sound to use high fixed cost broadcasting technology to do kinds of programming for which it was not designed. To reapply the metaphor of the CBC President at the hearing: if you want to cross the street, you don't use a locomotive.

If it is uneconomic to use a multi-million dollar plant to get a message to ten people, it is also uneconomic to use it for many kinds of simple, small-scale productions. Every working programmer knows that some kinds of programming are better done within the plant, others outside. For instance, smaller scale productions, using more flexible equipment and smaller, tighter units may simply not be developed as well within the CBC production framework as outside.

There are other examples of types of innovation, technical shortcuts and inventive styles which must be discovered and used wherever they happen to be. Very often they tend to be found outside large and "mature" organizations.

It can also be argued that the greater the investment on the part of a network in larger studios and more sophisticated equipment, the greater the pressure to confine the bulk of production to in-studio facilities and personnel. Such a move may tend to set into motion a rigid, self-perpetuating cycle of burgeoning production facilities and increasing staff all in response to such pressures.

While the Commission agrees that the Corporation requires consolidated facilities in, for example, Toronto, Vancouver and Regina, it is nevertheless concerned that there will be a resultant adverse effect on the Corporation's general receptiveness and openness, particularly in relation to outside producers and outside ideas.

There is the risk that concentrating such immense resources in the major centres will tend to perpetuate the very organizational protectiveness that management is striving to correct. Yet there is no reason why flexibility cannot be built into the system itself and the Commission believes that the Corporation will make every effort to do so.

Recognition of principles of good production should also lead to organizational arrangements that counteract the tendency to internal rigidity. For example, permitting latitude for producers to choose film editors of their choice, whether inside or outside the Corporation, recognizes that quality flows perhaps above all else from the trust and confidence that exists within a creative team.

The Corporation does not appear to be impeded by employee relations in freeing up such processes. On many occasions, in questioning at hearings, the CBC's craft unions have expressed a willingness to co-operate in helping the CBC meet clearly stated goals. Indeed, in the

case of access in isolated regions requiring citizen operation of radio equipment, the union waived elements of its agreement with the Corporation because there was an obvious, justifiable policy need.

The question of facilities and staff can also be examined from other perspectives. For example, it may be better to negotiate a new, if more costly, agreement with an affiliated station in order to ensure the carriage of a greater amount of CBC service than to establish an owned and operated station in its place. The net result could be a lesser overall cost in terms of money, time and management supervision on the one hand, and an increased capacity to provide CBC service more speedily on the other. This is a policy proposal that is already being pursued by CBC management.

Such suggestions presuppose that management is very much involved in the development of policies designed to facilitate creative processes at the production level. The Commission is aware that the role of management in many cases extends only to the largest policy concerns, and that long-standing routines, administrative practices and even vital programming matters in such cases are seldom reviewed by those able to make effective decisions.

The more general need to open lines down from the top and up from the bottom is a constant concern for any management, and the CBC is committed to this task.

There is little doubt that the Corporation is aware of its responsibility to Canadian performing talent. There are many theatrical groups, musical groups and symphony orchestras which are able to continue to exist because of the work their members get from the Corporation.

While the quantity of work opportunities varies, sometimes very unfairly, from CBC centre to CBC centre, and while there is the constant concern that established talent is unduly favoured over newer, less tried performers, these are matters which are well known to the CBC, and will, the Commission is convinced, be resolved over time.

More serious is the relative neglect, up to the present, of writers and authors in the overall context of CBC production. It is trite to say that they are at the very heart of any effort to stimulate and ensure high quality programs. However, their present low level of participation in program production, other than drama, has often been noted. Furthermore, even in the Corporation's most prestigious productions, the author's share of the total budget is unreasonably low.

The CBC has announced plans designed to encourage the development of authors and writers outside normal programming pressures. The Commission welcomes this important step.

But there is also the need for a thorough review of the role of authors and writers in all CBC programming. If their contribution, which in fact sets the whole complex production process in motion, is not clearly grasped and encouraged, the search for better quality programs is likely to be fruitless.

Finally, the Commission fully supports the CBC's concept of developing a research capability within the Corporation. It has long been recognized that information and artistic production on a scale demanded by television schedules can only be assured by a powerful, smoothly functioning structure geared to meet the requirements of day-to-day production schedules.

However much effort is devoted to assuring creativity and innovation within this structure, the stern day-to-day production realities are ever-present. Hence the need for a detached, independent research and experimentation capability free of this process. No large industry is without such capacity.

Substantial innovation is difficult to assure within a high pressure system that most readily lends itself to stereotypes and models. Real additions to styles, themes and forms are more often developed outside the organization, as discussed earlier, or from detached centres within.

While such a research capability would in all likelihood also investigate other aspects of the role of radio and television, the Commission hopes it would undertake to search out yet unknown formats, to develop new kinds of visual and editorial treatment, to refine popular formats and even to contribute elements to programs which advance the state of the television art.

The Commission hopes that the Corporation's leadership in this field will quickly be established.

CONCLUSIONS

1. The CBC has recognized that, after a long period of growth and development, it faces the problem of many "mature" organizations and experiences the risk of being too stable, too established, too closed off from creative and innovative influences.

The CBC has said that quality of output is its top priority, and this depends on vital and imaginative staff at every level. The CBC has referred to the problem of redundant staff and to the use of such methods as sabbaticals and retraining to provide its staff with fresh insight and approaches.

The CBC referred to the extremely low turnover factor in its total staff. The Commission suggests that methods like those mentioned by the President, which would contribute to a higher turnover and to a gradual reduction of staff, would be beneficial.

At the same time, it is clear that parallel policies should be developed whereby the CBC is more deeply involved in preparing future generations of creators, including performers and artisans.

2. The very existence of a large staff, a fully equipped plant, and a variety of technical and production services within the organization itself, makes arrangements with outside creative and technical individuals and organizations very difficult--whether one thinks of private organizations or the National Film Board, for instance.

There is no doubt that startling program innovations often appear from small, lean groups outside the inevitable constraints of large establishments. Moreover, as the President pointed out, there are many kinds of smaller-scale programs and services that a large plant is just not designed to handle economically.

It is, in the opinion of the Commission, important that there be a reassessment of the balance between providing services and making programs within the Corporation and buying outside--and that this reassessment should be reflected in budget allocations.

3. The Commission is also concerned that the CBC's producers not be unduly restricted in forming their own creative teams. Creative effectiveness is closely linked to using the facilities and working with the people who most closely fit the needs of individual programs. Producers and creators should not be forced to use certain facilities or personnel simply because they are there, or because of the rigidity of administrative procedures.

4. Although the Commission supports the view that the Corporation requires consolidated facilities, for example in Toronto, Vancouver and Regina, it is concerned that plans for physical consolidation of scattered and outdated facilities should not contribute to the solidifying of structures and the stultifying of creativity and innovation. It would be regrettable if concentration of men and equipment in single, elaborate structures accomplished a certain efficiency at the price of closing off the organization within its own plant.

5. Many intervenors questioned the Corporation's receptiveness to new ideas both from within and from outside. It is obvious that the CBC must be more receptive to all ideas and proposals, and that it must not discourage creative effort by insensitivity or bureaucratic indifference.

6. The Commission is in agreement with the view that communication from the creative levels to top management and from top management to the creative levels is one of the most serious problems of the CBC and one that should receive very much attention.

Creative and production people need to be heard and listened to by top management, and conversely, frustrating situations are bound to develop if top management views and decisions do not reach operational levels effectively enough.

7. Of all the sources from which quality broadcasting programming springs -- from ideas, scripts, designs, technical and artistic talent, production facilities and knowhow, even picture and transmission quality -- authors and writers have been the least effectively supported. In total broadcasting budgets, money allocated for this purpose is, in the opinion of the Commission, largely insufficient. Yet very many program failures are blamed on the lack of good writing.

The Commission is of the view that much larger investments must be made by the Corporation in this crucial aspect of creative production.

SECTION VI

FACILITIES:

EXTENSION OF SERVICE; NORTHERN BROADCASTING; CONSOLIDATION

The Commission, since its formation in 1968, has been deeply concerned with the serious and persistent gaps in coverage by the CBC national radio and television service. The Commission has devoted much time and energy to bring this problem to the attention of the Government and to emphasize the necessity for extra-ordinary measures and financial resources to enable the CBC to extend coverage to unserved areas.

The Commission and the CBC have also been concerned, in this context, with the necessity for adequate production facilities for the CBC.

The hearing demonstrated an impatience on the part of intervenors from areas with no service, or inadequate service. Many of the interventions received by the Commission were devoted to the distribution aspects of CBC service. The concerns expressed related to the absence of any CBC service, the availability of only a limited amount of CBC programming supplied by a private affiliate, programming coming from another province, and inadequate signal strength in areas supposedly being served. The concerns applied to both radio and television.

Matters such as transmission of programs, distribution and extension of service have sometimes been referred to as "housekeeping" items. However, to someone living in an area beyond the reach of CBC service, the quality of a program service which they cannot receive is not the first consideration. To such a person, the paramount concern is simply to be able to receive the national broadcasting service.

The first of the interventions heard by the Commission at the hearing was a statement on behalf of the Ministers responsible for Communications in the Maritime Provinces. The three ministers were personally in attendance at the hearing. They expressed much of the frustration and indignation felt by all those who receive inadequate service:

Every province should have a service that enables it to reach and inform all its inhabitants, not only through radio but also through the complementary medium of television. Even the most casual consultations with regional spokesmen, however, would have informed the CBC that, whatever their technical maps may say about the theoretical coverage of their stations, the Maritimes are simply not receiving the coverage described.

All three Maritime provinces have gaps in their television coverage, and further, many areas have to rely on service from a neighbouring province.

The Annapolis Valley and much of Cape Breton are inadequately served. The Valley relies heavily on New Brunswick stations for coverage, and areas of central and southern Cape Breton receive only marginal service. One result of this uneven coverage became quite evident in a situation that occurred just three days ago. Premier Regan, speaking on the free-time political broadcast known as Provincial Affairs, was unable to address large segments of the population of Nova Scotia because they receive their CBC signal from another province.

New Brunswick is the only province that does not have a publicly owned and operated English-speaking television station.

The Commission considers it unacceptable that these types of problems still remain without solution. These problems exist in many areas of the country and they demonstrate once again the necessity of providing the CBC with the means to extend its service to all parts of the country without delay.

Northern Service

Major problems with respect to CBC service to the North were described by representatives of the native people. As Wally Firth, Member of Parliament for the N.W.T., and Sam Raddi, of Inuvik, said in their presentation at the public hearing:

It's ironical to hear people over there complaining about what they have. We are sort of complaining about what we don't have.... CBC cannot improve the quality of programming where there is none.... Is southern programming quality improvement more important to national unity than fulfilling the basic broadcast needs of isolated communities who, through the present rapid change, need to be informed of regional and national concerns?

Introduction of television service via satellite has given rise to two major complaints by northerners which were the subject of a number of interventions at the public hearing. One complaint arises from the use of the two English-language television satellite channels for southern program delivery, and internal traffic which results in considerable duplication of programs during the broadcast day and disruption of the program schedule. In her intervention, Lois Kornichuk, of Yellowknife, described the problem:

One evening we saw Take 30 twice, from 7:00 to 8:00 p.m. and again from 11:00 p.m. to midnight. Then we got Take 60.

Walt Disney is sometimes shown early afternoon. Sometimes it is shown at 11:30 a.m. Sunday.... One must keep tuned in at all times to see what might come next.

The other major complaint concerns the lack of relevant "northern" programming. Residents of Frobisher Bay noted that:

Programs such as Front Page Challenge, Some Honourable Members, Ombudsman, In the Present Tense, etc. are unintelligible (to Inuit-speaking viewers). Those that are visually intelligible usually represent a foreign culture and life style, one which often conflicts with traditional Inuit values.

We are not asking for the impossible...the introduction of network television to the North does mean that the bringer must take responsibility for it. We believe that exceptions could be made concerning technical standards and quality, in order to allow for television content which is relevant to the North.

Bryan Pearson, territorial councillor for the Eastern Arctic:

There is a need for local broadcasting facilities in every community in the Northwest Territories... These local broadcasting units should also be connected to the major Canadian Broadcasting Corporation's network... There is also a need for more programming in native languages on the northern network.

Mr. Firth:

There are LPRTs, or Low Power Relay (Radio) Transmitters in a few of the communities and the communities would like to take advantage of those transmitters and cut in with local programming (and) at some time switch back to...CBC programming.

The Council of the Northwest Territories said candidly that:

The Council...believes that the Canadian Broadcasting Corporation is not providing an adequate service to the people of the Northwest Territories.

Northern Broadcasting Plan

The Corporation described its proposed Northern Broadcasting Plan to extend coverage and relevant programming to communities in the Yukon and Northwest Territories and the isolated northern areas of all the provinces except the Maritimes. This plan is almost ready for final consideration by the Government.

The Commission has provided to the Corporation, the Department of Communications and the Secretary of State its appreciation of northern broadcasting priorities in the development of the plan. Particular attention is to be given to the extension of radio coverage to all communities having a population of 200 or more, the need for enriched northern radio programming in native languages, the importance of CBC funding support for

community access to stations operated by the CBC and the desirability of inter-community communications to facilitate the exchange of information, ideas and programs among northern communities.

The large number of LPRTs now existing or planned in isolated communities constitute a vital part of the national service and a particularly valuable resource for the residents of these communities. These LPRTs not only provide national programming but, in addition, have the capability of becoming a useful tool of purely local broadcast communications.

This potential for community access has been recognized by the CBC and a series of experiments is being carried out. The Commission considers that the CBC should encourage community access. There is a particular requirement to permit access on a flexible basis to enable local use of the LPRT in emergency situations.

The Commission is concerned with the present transmission arrangements and program content of the northern television services which are carried via the Telesat satellite system (Anik). In the view of the Commission, the first priority for television service in the Northern Broadcasting Plan should be given to the establishment of a relay centre at Vancouver, and microwave facilities at Edmonton to permit one channel in the satellite to be dedicated exclusively to the North. This channel should then carry programs of relevance to the people of the North and should not be interrupted by internal administrative messages. The practice of repeating the same program twice or more in the evening viewing period can also be discontinued with the availability of the northern channel.

The Commission expects that the Northern Broadcasting Plan will effectively respond to the tremendous challenge of extending the national service and meeting the special broadcasting needs of the North. The Commission has been involved in the preparatory work with the CBC, the Department of Communications and other government departments in the development of the Plan and recognizes the Corporation's contribution of skill and imagination.

Accelerated Coverage Plan

At the hearing the Corporation described its accelerated coverage plan to extend radio and television services in the English and French languages to all unserved areas containing 500 or more people. The plan was announced by the Secretary of State on 14 February 1974, following its approval by the Government. It will be implemented over the next three to five years and will extend services at double the normal rate to some 322 communities that are presently inadequately served. A feature of the plan is that emphasis will be given to intra-provincial services from provincial capitals or regional centres to provide the capability for regional and local interest programming.

The implementation of the plan will see coverage in radio and television in both languages extended to 99% of the population. On the basis of language, for existing service contours the present coverage is 96% for English television, 95% for French television, 98% for English radio and 97% for French radio. An estimated additional 530,000 people will receive national television service, and 183,000 will receive national radio service.

It is clear to all those responsible for the implementation of the accelerated coverage plan that considerable care and sensitivity must be used in introducing the new broadcasting services contemplated by the plan. The need for priorities within the plan must not overlook concerns that existing CBC service in a given area in French or English may be inadequate and that the introduction of a new service to a linguistic minority might serve to heighten the dissatisfaction of the majority with either the reception or the quality of the existing service.

The plan provides for the installation of transmitting facilities owned and operated by the CBC to carry the full national service. It calls for an increase in expenditures of an additional \$25 million over the next five years. This will tax the technical resources of the CBC and the Canadian manufacturing industry to the utmost. A streamlined system for the processing of applications to accommodate the tight implementation schedules has been developed by the CRTC and the Department of Communications. It is the hope of the Commission that the plan will be implemented as rapidly as possible.

Other Service Concerns

The implementation of the accelerated coverage plan should satisfy many of the complaints registered from all parts of the country. However, the fact that only part of the national service is provided by private affiliates in some areas will remain a problem. To improve this situation, the CBC described its intention to establish English-language television stations in Calgary and Victoria and to establish 15 more owned and operated radio stations for its AM services in various parts of the country. The result of this latter development would be to increase the proportion of the population who receive full national radio service from the present 75% to 90%.

Specific complaints concerning CBC service, or lack thereof, in various parts of the country were registered at the hearing. Representations were received from the Alberta Government, the Council of Maritime Premiers, Members of Parliament and provincial legislatures, municipalities and individuals prior to the hearing concerning particular service problems:

lack of a CBC owned and operated television station in Victoria and of full service on northern Vancouver Island. The Commission announced last year that in its opinion CBC owned and operated service must be

established in Victoria. The CBC and British Columbia Television Broadcasting System Ltd. are presently discussing how to provide the Island with CBC and CTV services

- poor and incomplete television service in the Prince George, Dawson Creek and Terrace/Kitimat areas. These areas require more facilities and financial support
- lack of radio and television service to communities in northern and other parts of Alberta and lack of Alberta provincial affairs information in the CBC television service. The extension of service plans should improve this situation
- lack of English and French television service in some areas of Saskatchewan. The accelerated coverage plan should solve these problems
- lack of television service in communities such as Thompson, Manitoba
- lack of full radio service in areas in both southern and northern Ontario
- lack of intra-provincial radio and television service in northwestern Ontario
- lack of regional programming in French television in northeastern Ontario
- poor French radio service in the Abitibi region of northwestern Quebec
- lack of second French television service in the Gaspé region and northwestern Quebec and the need for CBC cooperation to facilitate this extension
- lack of full CBC English television service in New Brunswick and the absence of a CBC owned and operated English television station in the province. The absence of second English television service in northeastern New Brunswick and the need for CBC cooperation to facilitate extension of CTV service to this region
- limited programming originated in New Brunswick on French television in the province
- lack of English radio and television service in various parts of Nova Scotia and Nova Scotia-originated programming in the Annapolis Valley region
- lack of programming originated in Nova Scotia on both French radio and television

- the absence of CBC owned and operated radio production facilities in Prince Edward Island
- lack of English radio and television service in parts of central and northern Newfoundland and in Labrador.

Many of these concerns will be helped by existing CBC plans when implemented. The Commission will continue to pursue these problems and will request the CBC to report on its plans and solutions to them.

For many months much attention has been directed to resolving the problems of extending second English television service to northeastern New Brunswick and improving the CBC service to this area. The Commission will continue its efforts to find solutions to these problems. The Commission considers that the best solution in order to enable the CBC to provide adequate television service throughout the province is for the CBC to acquire and operate the facilities of CHSJ-TV in Saint John and its rebroadcasting stations. The Commission will expect the parties to proceed with the necessary negotiations taking into account the urgent necessity to build without delay the further rebroadcasting stations required to complete service in the Province.

Related to the English service improvements required in northeastern New Brunswick is the need to increase the coverage of the CBC French-language service to the area. In undertaking to accomplish this, it will also be necessary for CBC to participate in private broadcasters' arrangements to extend the TVA network service to the lower St. Lawrence and Gaspé region. This is another example of how inextricably CBC is linked to the extension of second television services in various parts of the country. The Commission will expect the necessary cooperation from CBC in the implementation of plans to extend TVA service to the Rimouski and Gaspé regions.

The hearing and written interventions have again demonstrated to the Commission the impatience with lack of basic CBC service. Large sums of money have been expended by the CBC on buildings and equipment in major population centres. While justified, such expense throws into sharp relief the inadequate ability to solve problems relating to extension of service in more remote and/or isolated areas.

The task is both complex and frustrating, and requires continuing cooperation among departments of governments, the CBC, private broadcasters and the CRTC.

Much of the Commission's energy has been devoted to trying to solve these problems. Planning has been completed to ensure frequencies are available. Meetings have been held and documents written. Now decisions must be made and concrete action taken.

Facilities and Building Improvements

In spite of the Commission's obvious preoccupation with matters of programming and extension of service, nonetheless the Commission must not ignore important concerns expressed at the hearing by both the President of the CBC and intervenors. These concerns focused on the need constantly to maintain and up-grade the production facilities of the CBC, some of which are obsolescent, some woefully obsolete. In particular, the CBC drew attention to the need for improved facilities in Toronto, Vancouver and Regina.

The question is not one of priorities between needed extensions of service on the one hand and important building and facility consolidation plans on the other. Facilities are the tools of programming. Programs are the reason for extension of service. All are linked together, and the CBC must be able to go forward on many different fronts concurrently. If the CBC is to grow, improve and expand it will require the needed support for purchase of buildings, towers and equipment.

However, the Commission's worry is that building programs in major centres could in themselves distract the CBC from dealing with and solving other problems. This must not happen. Priorities must be established which take into account responsibilities that have long demanded attention.

CONCLUSIONS

1. The accelerated coverage plan must advance as rapidly as engineering and equipment supply permit. The Commission will continue to monitor this plan and its effective introduction through CRTC public hearings.
2. Provinces and territories must have a regional CBC television broadcasting centre, capable of developing programs of regional and national interest. In particular, the Commission points out the obvious need for the CBC to have a program centre also to reflect provincial interests in both Victoria, B.C. and Saint John, New Brunswick. As a further example, the need for an intra-provincial service in the Annapolis Valley area of Nova Scotia is demonstrably clear.
3. The Commission considers that the best solution in order to enable the CBC to provide adequate television service throughout the province of New Brunswick is for the CBC to acquire and operate the facilities of CHSJ-TV in Saint John and its rebroadcasting stations. The Commission will expect the parties to proceed with the necessary negotiations taking into account the urgent necessity to build without delay the further rebroadcasting stations required to complete service in the province.
4. The northern broadcasting service of the CBC is inadequate. The Commission supports the effort of the CBC in developing a northern broadcasting plan in response to the concerns expressed. Extension of northern transmission and production facilities, particularly for radio, should be introduced parallel to, and as rapidly as the accelerated coverage plan. The Commission also expects improvements to be made in the use of the transmission capability of Anik.
5. The Commission expects the CBC to come forward with bold and imaginative plans to satisfy the programming needs of the people in the North. The Commission recognizes the task is difficult and that additional programming budgets will be necessary.
6. The CBC should develop and enunciate ways in which groups living in isolated communities could have access to CBC radio transmitters (LPRTs) to express matters of local interest. Such access must be simple and permit flexibility.

SECTION VII

FINANCIAL SUPPORT OF THE CBC

Broadcasting in Canada is particularly difficult and costly. The country is vast. The broadcasting system must operate in English and in French. Mountains and coastlines present formidable transmission problems. Many regions, the North particularly, are enormously large and sparsely populated.

Most of all, Canada adjoins the most prosperous, prolific and powerful nation in the world in terms of popular entertainment and information.

The competition of the United States in the field of entertainment has always been a difficult problem even for nations like Great Britain, France, Italy, Germany or Japan which have a larger population and a much longer cultural tradition.

It can be said that the difficulties of Canadians in achieving success with their broadcasting system, or indeed in other fields of cultural experience, arises from this very real competitive challenge and not from a lack of Canadian talent.

The following table indicates the number of UHF and VHF transmitters required to provide the existing television service in Canada as compared to the number of television transmitters required to serve the population in nine other countries. The table shows that there are more television transmitters in Canada proportionate to its population than for any other country except Switzerland.

POPULATION PER TELEVISION TRANSMITTER*			
Country	Population (millions)	Total number of VHF and UHF stations	Number of persons per television transmitter
Switzerland	5	151	33,113
Canada	22	592	37,162
Sweden	8	212	37,735
Australia	9	131	68,702
U.S.A.	180	927	194,175
U.K.	54	212	254,716
France	45	173	260,115
West Germany	55	176	312,500
Argentina	21	33	636,363
U.S.S.R.	218	167	1,305,390
*Television Factbook (Television Digest: Washington, D.C., 1973-74).			

Obviously a relatively high proportion of the amount of money available for television services in Canada has to be devoted to transmission as compared to programming.

It is futile and simplistic to oppose transmission and programming, or "hardware" and "software" to use contemporary jargon, and to be seduced by a theoretical approach to the solution of the problems affecting these two aspects of broadcasting.

There are many anomalies. For instance, there is a predominance of transmission facilities in large cities, particularly if one considers cable systems. The Commission has pointed out on a number of occasions that cable penetration tends to create a very threatening imbalance between distribution and production, and that it may destroy Canadian broadcasting if an economically viable system is not developed to finance the production of Canadian programs in the private and public sector.

On the other hand, there is a severe dearth of television distribution for centres in, for instance, Northern New Brunswick, in Labrador, in Northern Newfoundland, in Kenora, in Kapuskasing, The Pas or in the Kootenays.

People in these areas do not take kindly to the idea that they must be content with very poor or no television service because there must be a priority in improving programs, particularly when they know that there are controversies in southern Ontario about which 12th or 13th station the cable television systems should provide.

The hard fact is that in Canada it is not possible to concentrate on software only. The physical country is too large. We must improve the quality and quantity of Canadian programs but at the same time we must also improve the transmission facilities for both radio and television throughout the country.

We are forced to proceed with such improvements very rapidly because the television part of the Canadian broadcasting system is being overtaken by United States television stations. This creates a threat in terms of distribution which inevitably results in a threat in terms of production.

The main aspect of this development arises of course as a result of cable television penetration. It should be pointed out that U.S. television stations located close to important Canadian cities are systematically exploiting these Canadian markets. This is the case with Montreal, Toronto, Winnipeg, Vancouver and Victoria. It is quite obvious that cities like Buffalo, Pembina or Bellingham would not have either the number or the size of television stations they have if they were not able to exploit the contiguous Canadian cities.

There is no doubt that cable has increased the problem. As the Commission has pointed out cable is developing in Canada at a faster rate than in almost any other country in the world. At the moment there are 35% of Canadian households subscribing to cable whereas only 8% of American households do so.

In spite of the futuristic literature which has circulated on this subject over the last 5 or 10 years, there is no concrete evidence that Canadians or Americans are subscribing to cable for any reason other than to receive more television and radio stations. In fact, cable has not developed nearly as rapidly in the U.S. as it has in Canada precisely because there is not the incremental advantage to be gained from cable in the U.S. as a means to provide television signals not otherwise available.

Public authorities in Canada have, in the last few years, been under great pressure to respond to an increasing volume of applications for cable television. Despite the concerns of such authorities, the result is that an astonishingly high percentage of approximately 70% of Canadian households can presently subscribe to cable if they want to.

As a consequence, we have now reached the point where cable service, which is now largely used to bring in American stations and which is available only to those who can pay, is developing faster than the introduction of Canadian television services and is reaching areas where either CBC television service is inadequate or where CTV service is nonexistent, or both. In other words, cable is overtaking CBC and CTV service and TVA service in Quebec.

It is therefore urgent, as the Commission has so often reiterated, to increase the rate of development of CBC television service and of second television service if the objectives of the Broadcasting Act are to remain meaningful.

The Government has recognized this need in the case of the CBC by deciding on an accelerated coverage plan which was announced early in March by the Secretary of State of Canada.

Furthermore, the Department of Communications, the Secretary of State, the CBC and the Canadian Radio-Television Commission are working on a plan for broadcasting in the North, which was mentioned during the hearing and to which reference is made in Section VI.

The Commission is actively working on the problems involved in the extension of second service and will be submitting its views to the Government on this subject in the near future.

However, as mentioned earlier, Canadian broadcasting is also faced with the necessity of providing for a significant increase in program production. Contrary to what is sometimes assumed the Commission does not propose a form of cultural isolationism. The Commission exists to nurture the development of the Canadian broadcasting system. At the same time, it is constantly faced with the pressure to permit the introduction of U.S. stations into Canada. How is this dilemma to be resolved?

One solution is to encourage Canadian stations to compete. But the idea that Canadian stations should compete with U.S. stations by showing U.S. programs is patently absurd.

The only other available solution in answer to the dilemma is to encourage above all else and in the face of all otherwise valid arguments the development of the quantity and quality of Canadian production.

In the case of the private sector, this raises the question of the development of a program, film and record production industry. In the mind of the Commission this is by far the most difficult and the most important problem facing communications in Canada at the moment.

Insofar as the CBC is concerned, the Commission, as the agency established by Parliament to supervise and regulate the Canadian broadcasting system, has no hesitation in saying that in its considered opinion the CBC must, as a priority matter, be enabled to increase the quantity and improve the quality of its Canadian programming capability immediately, and to reduce significantly the disproportionate influence of merchandising on its program policies.

This is indispensable if the CBC is going to fulfil its mandate. But, even more, it is essential if the objectives enunciated in the Broadcasting Act for the Canadian broadcasting system as a whole, including the public and private sectors, are to be achieved. Without such a commitment those objectives are illusory.

As long as the CBC is inhibited in its ability to interpret this country by being so entangled in mass marketing strategies and so much influenced by multinational merchandising strategies, it will be unable to contribute adequately to the objective it shares with the private sector -- "to safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada" -- and it is futile to expect the private sector to adhere to this goal alone or in a vacuum.

Obviously, this cannot be achieved without additional funds. It goes without saying that the cost of operation, like that of any large organization, can be reduced. Everyone has "horror" stories about real or imagined CBC extravagances.

But, according to the testimony of the President of the CBC at the hearing, the cost of operating the CBC has in fact been reduced by approximately \$131million over the last 5 years. This is a significant factor and the Commission endorses every effort to curtail excesses and to ensure increased cost effectiveness.

But cost efficiency is not the only or most important point. The CBC needs significant, enthusiastic and tangible public support to increase production, to improve the quality of programs and to extend and improve the facilities required to provide a better service to all Canadians.

It is unfair to demand of the Board of Directors, and of the executive and staff of the Corporation that they continue to concentrate their efforts on administrative and managerial efficiency -- as they have been forced to do for some years -- in the absence of the tangible public support they need to improve the program services of the Corporation, to demonstrate that they can fulfil the mandate entrusted to them and to achieve the level of creativity and inspiration that is expected of them by the public.

Indeed the Commission is convinced that with such public support and enthusiasm, the CBC will be better able to achieve administrative improvements and cost reductions while at the same time attaining new levels of creative productivity. Without them, nothing can be achieved. In the course of various hearings, the Commission has questioned staff organizations and unions about this matter. The Commission is persuaded that the efforts of management to achieve these goals will be endorsed and encouraged if such efforts are part of a new departure and are required for a positive, constructive policy leading to the achievement of exciting objectives.

SECTION VIII

LICENCE RENEWALS AND CONDITIONS

1. Applications by the Canadian Broadcasting Corporation for renewal of the AM and FM Network broadcasting licences expiring 31 March 1974:

- English-language AM radio network	730979200
- English-language FM radio network	730978400
- French-language AM radio network	730977600

The licences are renewed to 31 March 1979 subject to the following proposed conditions:

Commencing 1 January 1975, the licensee shall not broadcast commercial messages except in programs which are only available to the licensee on a sponsored basis. As used herein, the term "commercial message" has the same meaning as set out in the Radio (FM) Broadcasting Regulations.

2. Applications by the Canadian Broadcasting Corporation for renewal of its television Network broadcasting licences expiring 31 March 1974:

- French-language television network	730976800
- English-language television network	730975000

The licences are renewed to 31 March 1979 subject to the following proposed conditions:

a. Commencing 1 October 1975, the licensee shall not, during any clock hour, broadcast programming containing advertising material the aggregate duration of which exceeds 8 minutes. Commencing 1 October 1976, and on each anniversary thereafter during the term of this licence, the aggregate amount of programming containing advertising material in each clock hour throughout the following year shall be reduced by 1 minute.

The provisions of subsections 8 (2), (3) and (4) of the Television Broadcasting Regulations shall apply, mutatis mutandis.

As used herein, the terms "advertising material" and "clock hour" have the same meaning as set out in the Television Broadcasting Regulations.

b. Commencing 1 October 1976, an average of 50% of the programs broadcast by the licensee between the hours of 8:00 and 9:00 p.m. in each four week period commencing 1 October and terminating 30 June in each year shall be Canadian in content and shall be broadcast as part of the licensee's reserve time requirement.

c. Commencing 1 October 1974, the licensee shall not broadcast commercial messages in programs directed specifically to children. As used herein, the term "commercial message" has the same meaning as set out in the Television Broadcasting Regulations and the term "children" means all persons under the age of 13 years.

3. Applications by the Canadian Broadcasting Corporation for renewal of its AM, FM, LPRT and television broadcasting licences:

It is evident that there is an increasingly widespread interest and concern of the public with the performance of individual CBC stations across the country.

It is obvious that a single public hearing cannot give in-depth consideration to the fundamental policy issues involved in licensing the Canadian Broadcasting Corporation to provide the national broadcasting service and at the same time deal effectively with the service provided by such important stations as, for instance, Vancouver, Halifax, Montreal, and Winnipeg.

Consequently, in order to respond to regional and local interest and participation, the Commission has adopted a new method for determining terms of licences. Stations in the same region will be given similar expiry dates for their terms of licences which will enable the Commission to consider renewal of these licences at the same time as renewal of other licences in the same region and to review periodically all broadcasting services on a regional basis.

The following AM, FM, LPRT, radio and television broadcasting licences are renewed for the terms and subject to the conditions set out below:

ATLANTIC PROVINCESAM and LPRT RADIO licences:March 31, 1976

<u>CBN</u>	<u>St. John's, Nfld.</u>	<u>7306202</u>
<u>CKZN</u>	<u>St. John's, Nfld.(shortwave)</u>	<u>7304579</u>
<u>CBY</u>	<u>Corner Brook, Nfld.</u>	<u>7306376</u>
<u>CBNE</u>	<u>Port-aux-Basques, Nfld.</u>	<u>7304678</u>
<u>CBNB</u>	<u>St. Fintans, Nfld.</u>	<u>7304678</u>
<u>CBNC</u>	<u>Stephenville, Nfld.</u>	<u>7304678</u>
<u>CBNF</u>	<u>Woody Point, Nfld.</u>	<u>7304678</u>
<u>CBT</u>	<u>Grand Falls, Nfld.</u>	<u>7306194</u>
<u>CBNG</u>	<u>Glovertown, Nfld.</u>	<u>7304686</u>
<u>CFGB</u>	<u>Happy Valley, Nfld.</u>	<u>7306350</u>
<u>CBNN</u>	<u>Hopedale, Nfld.</u>	<u>7304660</u>
<u>CBDQ</u>	<u>Wabush, Nfld.</u>	<u>7304660</u>
<u>CBG</u>	<u>Gander, Nfld.</u>	<u>7306236</u>

TELEVISION licences:March 31, 1976

<u>CBNT</u>	<u>St. John's, Nfld.</u>	<u>7305303</u>
<u>CBNT-1</u>	<u>Port Rexton, Nfld.</u>	<u>7305311</u>
<u>CBNT-2</u>	<u>Placentia, Nfld.</u>	<u>7305311</u>
<u>CBNT-3</u>	<u>Marystown, Nfld.</u>	<u>7305311</u>
<u>CBNT-5</u>	<u>Fermeuse, Nfld.</u>	<u>7305311</u>
<u>CBNT-6</u>	<u>St. Mary's, Nfld.</u>	<u>7305311</u>
<u>CBYT</u>	<u>Corner Brook, Nfld.</u>	<u>7306343</u>
<u>CBYT-1</u>	<u>Stephenville, Nfld.</u>	<u>7305337</u>
<u>CBYT-2</u>	<u>Irishtown, Nfld.</u>	<u>7305337</u>
<u>CBYT-4</u>	<u>Port-aux-Basques, Nfld.</u>	<u>7305337</u>
<u>CBYAT</u>	<u>Deer Lake, Nfld.</u>	<u>7305829</u>
<u>CFLA-TV</u>	<u>Goose Bay, Nfld.</u>	<u>7305345</u>

AM and LPRT RADIO licences:March 31, 1977

<u>CBH</u>	<u>Halifax, N.S.</u>	<u>7306228</u>
<u>CBAC</u>	<u>Barrington, N.S.</u>	<u>7304645</u>
<u>CBAR</u>	<u>Canso, N.S.</u>	<u>7304645</u>
<u>CBAU</u>	<u>Larry's River, N.S.</u>	<u>7304645</u>
<u>CBHD</u>	<u>Lockeport, N.S.</u>	<u>7304645</u>
<u>CBAV</u>	<u>Sable River, N.S.</u>	<u>7304645</u>
<u>CBAZ</u>	<u>Sheet Harbour, N.S.</u>	<u>7304645</u>
<u>CBAP</u>	<u>Shelburne, N.S.</u>	<u>7304645</u>
<u>CBI</u>	<u>Sydney, N.S.</u>	<u>7306210</u>

TELEVISION licences:

March 31, 1977

<u>CBHT</u>	<u>Halifax, N.S.</u>	<u>7305279</u>
CBHT-1	Liverpool, N.S.	7305287
CBHT-2	Shelburne, N.S.	7305287
CBHT-3	Yarmouth, N.S.	7305287
CBHT-4	Sheet Harbour, N.S.	7305287
CBHT-5	New Glasgow, N.S.	7305287
<u>CBIT</u>	<u>Sydney, N.S.</u>	<u>7306467</u>
CBIT-1	Mulgrave, N.S.	7305295
CBIT-2	Cheticamp, N.S.	7305295
CBIT-3	Pleasant Bay, N.S.	7305295

AM and LPRT RADIO licences:

March 31, 1978

<u>CBZ</u>	<u>Fredericton, N.B.</u>	<u>7306368</u>
CBD	Saint John, N.B.	7306244
CBAN	Andover, N.B.	7304637
CBAM	Edmundston, N.B.	7304637
CBAB	Grand Falls, N.B.	7304637
CBAX	McAdam, N.B.	7304637
CBAD	Plaster Rock, N.B.	7304637
CBAW	St. George, N.B.	7304637
CBAO	St. Stephens, N.B.	7304637
<u>CBA</u>	<u>Moncton, N.B.</u>	<u>7306269</u>
<u>CKCX</u>	<u>Sackville, N.B. (shortwave)</u>	<u>7304561</u>
<u>CBAF</u>	<u>Moncton, N.B.</u>	<u>7306251</u>
CBAK	Kedgwick, N.B.	7304629
CBAI	Minto, N.B.	7304629
CBHM-FM	Richibucto, N.B.	7304629
CBAQ	Rogersville, N.B.	7304629
CBAL	St. Quentin, N.B.	7304629
CBHH	Arichat, N.S.	7304629
CBHF	Belle Côte, N.S.	7304629
CBHE	Cheticamp, N.S.	7304629
CBAE	Digby, N.S.	7304629
CBAH	Meteghan, N.S.	7310758
CBHG	Pomquet, N.S.	7304629
CBAS	Quinan, N.S.	7304629
CBA A	Wedgeport, N.S.	7304629
CBAG	Weymouth, N.S.	7310758
CBAJ	Yarmouth, N.S.	7304629

TELEVISION licences:

March 31, 1978

<u>CBAFT</u>	<u>Moncton, N.B.</u>	<u>7305246</u>
CBHFT	Halifax, N.S.	7305253
CBHFT-1	Yarmouth, N.S.	7305261
CBHFT-2	Mulgrave, N.S.	7305261
CBHFT-3	Sydney, N.S.	7305261
CBHFT-4	Cheticamp, N.S.	7305261
CBIMT	Iles-de-la Madeleine, Que.	7305568

QUEBECAM and LPRT RADIO licences:March 31, 1976

<u>CBM</u>	<u>Montreal, Que.</u>	<u>7306616</u>
CBDN	Schefferville, Que.	7304124
CBMA	Noranda, Que.	7304124
CBMB	Port-Cartier, Que.	7304124
CBMC	Sept-Iles, Que.	7304124
CBME	La Tuque, Que.	7304124
CBMG	Gagnon, Que.	7304124
CBMH	Gaspé, Que.	7304124
CBMK	Lebel-sur-Quévillon, Que.	7304124
CBMO	Lac Mégantic, Que.	7304124
CBJE-FM	Chicoutimi, Que.	7306574
<u>CBF</u>	<u>Montreal, Que.</u>	<u>7306590</u>
CBFB	Mégantic, Que.	7304157
CBFC	Senneterre, Que.	7304157
CBFI	Mont-Brun, Que.	7304157
CBFM	Lebel-sur-Quévillon, Que.	7304157
CBFW	Joutel, Que.	7304157
<u>CBV</u>	<u>Quebec, Que.</u>	<u>7306624</u>
CBFS	Sanmaur, Que.	7304165
CBFD	St-Fabien-de-Panet, Que.	7304165
CBFU	Clova, Que.	7304165
CBIM-FM	Iles de-la-Madeleine, Que.	7306566

TELEVISION licences:March 31, 1976

<u>CBMT</u>	<u>Montreal, Que.</u>	<u>7305543</u>
<u>CBFT</u>	<u>Montreal, Que.</u>	<u>7306640</u>
CBFT-1	Mont-Tremblant, Que.	7305550
CBFT-2	Mont-Laurier, Que.	7305550
CBFST	Sturgeon Falls, Ont.	7305204
CBFST-1	Sudbury, Ont.	7305212
CBFST-2	Temiscaming, Que.	7305212
CBFST-4	Espanola, Ont.	7305212
CBFOT	Timmins, Ont.	7305238
CBFOT-1	Kapuskasing, Ont.	7305220
CBFOT-2	Hearst, Ont.	7305220
CBFAT	Chibougamau, Que.	7305584
CBFAT-1	Chapais, Que.	7305576

The Commission has taken note of the need expressed by the population of Sturgeon Falls, Sudbury, Temiscaming, Espanola and surrounding areas for improved French service and increased regional and local programming.

The Commission notes the commitment of the Corporation to increase and improve its regional activities in order to reflect local and regional realities and will follow-up closely the progress of the licencee in this respect.

<u>CBVT</u>	<u>Quebec, Que.</u>	<u>7305527</u>
CBVT-3	Lac Megantic, Que.	7305519
CBVT-4	Lac Etchemin, Que.	7305519

FM RADIO licences:

March 31, 1976

<u>CBM-FM</u>	<u>Montreal, Que.</u>	<u>7305682</u>
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The Commission has taken note of the interventions submitted concerning the quality of the signal provided by CBM-FM. While the Commission understands the reasons for this situation it will expect the Corporation to examine possible technical solutions.

<u>CBF-FM</u>	<u>Montreal, Que.</u>	<u>7306632</u>
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LPRT RADIO licences:

March 31, 1976

CBDR	Schefferville, Que.	7304132
CBGE	Rivière-au-Renard, Que.	7304132
CBGB	Gaspé, Que.	7304132
CBGC	Grande-Vallée, Que.	7304132
CBFJ	Gagnon, Que.	7304132
CBGP	Natashquan, Que.	7304132
CBGG	Sheldrake, Que.	7304132
CBGH	Rivière-au-Tonnerre, Que.	7304132
CBGI	Magpie, Que.	7304132
CBGJ	Rivière Saint-Jean, Que.	7304132
CBGK	Longue-Pointe-de-Mingan, Que.	7304132
CBGL	Mingan, Que.	7304132
CBGM	Havre Saint-Pierre, Que.	7304132
CBGO	Aganish, Que.	7304132
CBGQ	La Romaine, Que.	7304132
CBGR	Port-Menier, Que.	7304132
CBDP	Labrador City, Nfld.	7304652

TELEVISION licence:

March 31, 1978

<u>CBST</u>	<u>Sept-Iles, Que.</u>	<u>7305535</u>
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AM and LPRT RADIO licences:

March 31, 1979

<u>CBJ</u>	<u>Chicoutimi, Que.</u>	<u>7306608</u>
CBFA	Chapais, Que.	7304140
CBFF	Chibougamau, Que.	7304140

ONTARIO

AM and LPRT RADIO licences:

March 31, 1977

<u>CBL</u>	<u>Toronto, Ont.</u>	<u>7306327</u>
<u>CBEC</u>	<u>Elliot Lake, Ont.</u>	<u>7304264</u>
<u>CBED</u>	<u>Spanish, Ont.</u>	<u>7304264</u>
<u>CBEN</u>	<u>Mindemoya, Ont.</u>	<u>7304264</u>
<u>CBEZ</u>	<u>Britt, Ont.</u>	<u>7304264</u>
<u>CBLC</u>	<u>Chapleau, Ont.</u>	<u>7304264</u>
<u>CBLF</u>	<u>Foleyet, Ont.</u>	<u>7304264</u>
<u>CBLJ</u>	<u>Wawa, Ont.</u>	<u>7304264</u>
<u>CBLO</u>	<u>Mattawa, Ont.</u>	<u>7304264</u>
<u>CBLQ</u>	<u>Latchford, Ont.</u>	<u>7304264</u>
<u>CBLV</u>	<u>Bancroft, Ont.</u>	<u>7304264</u>
<u>CBLY</u>	<u>Haliburton, Ont.</u>	<u>7304264</u>
<u>CBLZ</u>	<u>Hearst, Ont.</u>	<u>7304264</u>
<u>CBOK</u>	<u>Kapuskasing, Ont.</u>	<u>7304264</u>
<u>CBE</u>	<u>Windsor, Ont.</u>	<u>7306335</u>
<u>CJBC</u>	<u>Toronto, Ont.</u>	<u>7306293</u>
<u>CBEE</u>	<u>Sturgeon Falls, Ont.</u>	<u>7304272</u>
<u>CBEG</u>	<u>Elliot Lake, Ont.</u>	<u>7304272</u>
<u>CBEI</u>	<u>Bonfield, Ont.</u>	<u>7304272</u>
<u>CBEJ</u>	<u>Blind River, Ont.</u>	<u>7304272</u>
<u>CBEM</u>	<u>Espanola, Ont.</u>	<u>7304272</u>
<u>CBLK</u>	<u>Kirkland Lake, Ont.</u>	<u>7304272</u>
<u>CBLU</u>	<u>Smooth Rock Falls, Ont.</u>	<u>7304272</u>
<u>CB LX</u>	<u>Hearst, Ont.</u>	<u>7304272</u>
<u>CBOG</u>	<u>Verner, Ont.</u>	<u>7304272</u>
<u>CBOH</u>	<u>Field, Ont.</u>	<u>7304272</u>
<u>CBOJ</u>	<u>Geraldton, Ont.</u>	<u>7304272</u>
<u>CBEX</u>	<u>Dubreuilville, Ont.</u>	<u>7304272</u>

FM RADIO licences:

March 31, 1976

<u>CBL-FM</u>	<u>Toronto, Ont.</u>	<u>7306285</u>
<u>CBO-FM</u>	<u>Ottawa, Ont.</u>	<u>7306278</u>

TELEVISION licences:

March 31, 1977

<u>CBLT</u>	<u>Toronto, Ont.</u>	<u>7305188</u>
<u>CICA-TV</u>	<u>Toronto, Ont.</u>	<u>7305188</u>

AM and LPRT RADIO licences:

March 31, 1978

CBO	Ottawa, Ont.	7306319
CBEQ	Barry's Bay, Ont.	7304298
CBLI	Deep River, Ont.	7304298
CBON	Maniwaki, Que.	7304181
CBOF	Ottawa, Ont.	7306301
CBFL	Maniwaki, Que.	7304173
CBEK	Petawawa, Ont.	7304280
CBOB	Rolphton, Ont.	7304280
CBOE	Mattawa, Ont.	7304280
CBEB	Manitouwadge, Ont.	7304264
CBEH	Terrace Bay, Ont.	7304264
CBLB	Schreiber, Ont.	7304264
CBLE	Beardmore, Ont.	7304264
CBLG	Geraldton, Ont.	7304264
CBLH	Hornepayne, Ont.	7304264
CBLI	Longlac, Ont.	7304264
CBLM	Marathon, Ont.	7304264
CBLN	Nakina, Ont.	7304264
CBLR	Red Rock, Ont.	7304264
CBLW	White River, Ont.	7304264

TELEVISION licences:

March 31, 1978

CBCO-TV-1	Moosonee, Ont.	7305609
CBOT	Ottawa, Ont.	7306475
CBOFT	Ottawa, Ont.	7306491
CBOFT-1	Chapeau, Que.	7305501
CBOFT-2	Rapide-des-Joachims, Que.	7305501

The Commission has taken note of the interventions submitted by concerned groups regarding the organization and production of Public Affairs programming at CBOFT.

In this respect, the Commission notes the commitment of the Corporation to increase the activity of its regional stations by improving their regional and local service and by developing a regional production capability in order to produce programs for the network reflecting local and regional realities.

The Commission will follow-up the progress of the licensee on this matter.

PRAIRIE PROVINCES

AM and LPRT RADIO licences:

March 31, 1976

<u>CBW</u>	<u>Winnipeg, Man.</u>	<u>7306426</u>
<u>CBDS</u>	<u>Pukatawagan, Man.</u>	<u>7303894</u>
<u>CBDU</u>	<u>Lynn Lake, Man.</u>	<u>7303894</u>
<u>CBWB</u>	<u>Wabowden, Man.</u>	<u>7303894</u>
<u>CBEA</u>	<u>Red Lake, Ont.</u>	<u>7304256</u>
<u>CBEL</u>	<u>Vermilion Bay, Ont.</u>	<u>7304256</u>
<u>CBOI</u>	<u>Ear Falls, Ont.</u>	<u>7304256</u>
<u>CBLA</u>	<u>Atikokan, Ont.</u>	<u>7304256</u>
<u>CBLD</u>	<u>Dryden, Ont.</u>	<u>7304256</u>
<u>CBLS</u>	<u>Sioux Lookout, Ont.</u>	<u>7304256</u>
<u>CFYK</u>	<u>Yellowknife, N.W.T.</u>	<u>7306392</u>
<u>CBDH</u>	<u>Uranium City, Sask.</u>	<u>7303886</u>
<u>CBDI</u>	<u>Fort Smith, N.W.T.</u>	<u>7303886</u>
<u>CBDJ</u>	<u>Hay River, N.W.T.</u>	<u>7303886</u>
<u>CBDO</u>	<u>Fort Simpson, N.W.T.</u>	<u>7303886</u>
<u>CBDV</u>	<u>Pine Point, N.W.T.</u>	<u>7303886</u>
<u>CBQB</u>	<u>Rae, N.W.T.</u>	<u>7303886</u>
<u>CHAK</u>	<u>Inuvik, N.W.T.</u>	<u>7306384</u>
<u>CBDW</u>	<u>Norman Wells, N.W.T.</u>	<u>7303902</u>
<u>CBQM</u>	<u>Fort McPherson, N.W.T.</u>	<u>7303902</u>
<u>CHFC</u>	<u>Churchill, Man.</u>	<u>7306186</u>
<u>CFFB</u>	<u>Frobisher Bay, N.W.T.</u>	<u>7306418</u>

FM RADIO licence:

March 31, 1976

<u>CBW-FM</u>	<u>Winnipeg, Man.</u>	<u>7306541</u>
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TELEVISION licences:

March 31, 1976

<u>CBWT</u>	<u>Winnipeg, Man.</u>	<u>7306178</u>
<u>CBWBT</u>	<u>Flin Flon, Man.</u>	<u>7305105</u>
<u>CBWIT</u>	<u>The Pas, Man.</u>	<u>7305089</u>
<u>CBWMT</u>	<u>Wabowden, Man.</u>	<u>7305071</u>
<u>CBWPT</u>	<u>Nelson House, Man.</u>	<u>7307226</u>
<u>CBWQT</u>	<u>Leaf Rapids, Man.</u>	<u>7307226</u>
<u>CBWQT-1</u>	<u>South Indian Lake, Man.</u>	<u>7307226</u>
<u>CBWGT</u>	<u>Fisher Branch, Man.</u>	<u>7305097</u>
<u>CBWOT</u>	<u>Norway House, Man.</u>	<u>7307218</u>
<u>CBWNT</u>	<u>Cross Lake, Man.</u>	<u>7307218</u>

CBWAT	Kenora, Ont.	7305170
CBWCT	Fort Frances, Ont.	7305162
CBWCT-1	Atikokan, Ont.	7305154
CBWDT	Dryden, Ont.	7305154
CBWDT-1	Sioux Lookout, Ont.	7305139
CBWET	Red Lake, Ont.	7305121
CBWJT	Ear Falls, Ont.	7305113
CHAKT-1	Fort McPherson, N.W.T.	7307192
CBEAT	Fort Smith, N.W.T.	7304991
CFFBT	Frobisher Bay, N.W.T.	7305006
CBECT	Rankin Inlet, N.W.T.	7303184
<u>CBWFT</u>	<u>Winnipeg, Man.</u>	<u>7306160</u>

AM RADIO licence:

March 31, 1977

<u>CBK</u>	<u>Regina, Sask.</u>	<u>7306442</u>
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TELEVISION licences:

March 31, 1979

<u>CBKMT</u>	<u>Moose Jaw, Sask.</u>	<u>7305063</u>
CBKMT-1	Willow Bunch, Sask.	7305063
CBKMT-2	Fort Qu'Appelle, Sask.	7305063
CBKRT	Regina, Sask.	7305048
<u>CBKST</u>	<u>Saskatoon, Sask.</u>	<u>7306152</u>
CBKST-1	Stranraer, Sask.	7305030
CBKST-2	La Ronge, Sask.	7306137

AM and LPRT RADIO licences:

March 31, 1978

<u>CBR</u>	<u>Calgary, Alta.</u>	<u>7306434</u>
CBRB	Banff, Alta.	7303928
CBXC	Coleman, Alta.	7303928
CBXL	Blairmore, Alta.	7303928
<u>CBX</u>	<u>Edmonton, Alta.</u>	<u>7306400</u>
CBWI	Grande Cache, Alta.	7303910
CBXD	Edson, Alta.	7303910
CBXI	Hinton, Alta.	7303910
CBXJ	Jasper, Alta.	7303910
CBXX	Rainbow Lake, Alta.	7303910
CBKC	Fort Vermilion, Alta.	7303910
CBKD	High Level, Alta.	7303910

TELEVISION licences:

March 31, 1978

<u>CBXT</u>	<u>Edmonton, Alta.</u>	<u>7306145</u>
CBXT-1	Athabasca, Alta.	7304983
CBXT-2	Whitecourt, Alta.	7304983
CBXT-6	Fort McMurray, Alta.	7309263
CBXAT	Grande Prairie, Alta.	7305022
CBXAT-1	Peace River, Alta.	7305022
CBXAT-2	High Prairie, Alta.	7305022
CBXAT-4	High Level, Alta.	7307200
CBXAT-5	Fort Vermilion, Alta.	7307200

BRITISH COLUMBIA

AM and LPRT RADIO licences:

March 31, 1976

CBU	Vancouver, B.C.	7306129
CKZU	Vancouver, B.C. (shortwave)	7304009
CBRT	Ashcroft, B.C.	7304009
CBKS	Cache Creek, B.C.	7304009
CBUD	Castlegar, B.C.	7304009
CBUH	Chase, B.C.	7304009
CBUZ	Chetwynd, B.C.	7304009
CBRI	Christian Lake, B.C.	7304009
CBKZ	Clearwater, B.C.	7304009
CBUU	Clinton, B.C.	7304009
CBKO	Coal Harbour, B.C.	7304009
CBRR	Cranbrook, B.C.	7304009
CBRM	Creston, B.C.	7304009
CBRF	Fernie, B.C.	7304009
CBRD	Field, B.C.	7304009
CBDA	Fort Nelson, B.C.	7304009
CBUW	Fort St. John, B.C.	7304009
CBUD-FM	Bonnington, B.C.	7304058
CBKQ-FM	Dawson Creek, B.C.	7304058
CBXE	Golden, B.C.	7304009
CBRJ	Grand Forks, B.C.	7304009
CBRO	Greenwood, B.C.	7304009
CBUE	Hope, B.C.	7304009
CBXU	Hudson Hope, B.C.	7304009
CBKW	Jaffray, B.C.	7304009
CBUG	Kaslo, B.C.	7304009
CBKU	Sayward, B.C.	7304009
CBKY	Keremeos, B.C.	7304009
CBRK	Kimberley, B.C.	7304009
CBUY	Lac La Hache, B.C.	7304009
CBUQ	Lake Windermere, B.C.	7304009
CBUL	Lillooet, B.C.	7304009
CBRE	Lytton, B.C.	7304009
CBWF	Mackenzie, B.C.	7304009
CBXM	McBride, B.C.	7304009
CBUP	Merritt, B.C.	7304009
CBUM	Nakusp, B.C.	7304009
CBXN	Natal, B.C.	7304009
CBUI	New Denver, B.C.	7304009
CBRN	North Bend, B.C.	7304009
CBXO	Ocean Falls, B.C.	7304009
CBUA	Oliver, B.C.	7304009
CBUB	Osoyoos, B.C.	7304009
CBKR	Parson, B.C.	7304009
CBRG	Prince George, B.C.	7304009
CBRP	Princeton, B.C.	7304009
CBUO	Procter, B.C.	7304009
CBRQ	Quesnel, B.C.	7304009
CBKV	Radium Hot Springs, B.C.	7304009

CBRA	Revelstoke, B.C.	7304009
CBWR	Rogers Pass, B.C.	7304009
CBUN	Salmo, B.C.	7304009
CBUC	Salmon Arm, B.C.	7304009
CBUJ	Slocan City, B.C.	7304009
CBKX	Sorrento, B.C.	7304009
CBRU	Squamish, B.C.	7304009
CBXQ	Ucluelet, B.C.	7304009
CBRL	Williams Lake, B.C.	7304009
CBUS	100 Mile House, B.C.	7304009
CBKM	Blue River, B.C.	7304009
CBKN	Shalalth-Seton-Portage, B.C.	7304009

FM RADIO licence:

March 31, 1976

<u>CBU-FM</u>	<u>Vancouver, B.C.</u>	<u>7306533</u>
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TELEVISION licences:

March 31, 1976

<u>CBUT</u>	<u>Vancouver, B.C.</u>	<u>7306459</u>
CBUT-1	Courtenay, B.C.	7305493
CBUT-2	Chilliwack, B.C.	7305493
CBUT-3	Port Alberni, B.C.	7305493
CBUT-6	Hope, B.C.	7305493
CBUAT	Trail, B.C.	7305410
CBUAT-2	Castlegar, B.C.	7305428
CBUAT-3	Fruitvale/Montrose, B.C.	7305428
CBUAT-4	Kelly Mountain, B.C.	7305428
CBUAT-5	Salmo, B.C.	7305428
CBUBT	Cranbrook, B.C.	7305436
CBUBT-3	Invermere, B.C.	7305444
CBUBT-4	Donald Station, B.C.	7305444
CBUBT-5	Radium Hot Springs, B.C.	7305444
CBUBT-6	Spillimacheen, B.C.	7305444
CBUBT-7	Mount Baker, B.C.	7305444
CBUCT	Nelson, B.C.	7305451
CBUDT	Bonnington, B.C.	7305469

The Commission has taken note of the need expressed by the population of the region served by these stations for increased local and regional news and entertainment programs and notes the commitment of the Corporation to increase and improve regional activities in order to reflect local and regional realities. The Commission will follow-up closely the progress of the licensee in this respect.

The AM, FM and LPRT RADIO licences are subject to the following proposed condition:

Commencing January 1, 1975, the licensee shall not broadcast commercial messages except in programs which are only available to the licensee on a sponsored basis.

As used herein, the term "commercial message" has the same meaning as set out in the Radio (FM) Broadcasting Regulations.

The Television licences are subject to the following proposed conditions:

- a) Commencing October 1, 1975, the licensee shall not, during any clock hour, broadcast programming containing advertising material the aggregate duration of which exceeds 8 minutes.

Commencing October 1, 1976, and on each anniversary thereafter during the term of this licence, the aggregate amount of programming containing advertising material in each clock hour throughout the following year shall be reduced by 1 minute.

The provisions of subsections 8 (2), (3) and (4) of the Television Broadcasting Regulations shall apply, mutatis mutandis.

As used herein, the terms "advertising material" and "clock hour" have the same meaning as set out in the Television Broadcasting Regulations.

- b) Commencing October 1, 1976, an average of 50% of the programs broadcast by the licensee between the hours of 8:00 and 9:00 p.m. in each four week period commencing October 1 and terminating June 30 in each year, shall be Canadian in content and shall be broadcast as part of the licensee's reserve time requirement.

- c) Commencing January 1, 1975 the licensee shall not broadcast commercial messages in programs directed specifically to children. As used herein, the term "commercial message" has the same meaning as set out in the Television Broadcasting Regulations and the term "children" means all persons under the age of 13 years.

THE CBC PUBLIC HEARING

18-22 FEBRUARY 1974

A SUMMARY REPORT



Ottawa, April 3, 1974

PUBLIC ANNOUNCEMENT

CBC LICENCE RENEWALS AND CONDITIONS

The Canadian Radio-Television Commission hereby amends its Public Announcement dated March 31, 1974 (Decision CRTC 74-70) relating to the renewal of CBC licences by adding the attached page 90 (a) to Section VIII of its Public Announcement.

Guy Lefebvre,
Director-General of Licensing.



Ottawa le 3 avril 1974

AVIS AU PUBLIC

RENOUVELLEMENT ET CONDITIONS
DE LICENCES DE RADIO-CANADA

Le Conseil de la Radio-Télévision canadienne modifie par la présente son avis au public du 31 mars 1974 (Décision CRTC 74-70) ayant trait au renouvellement des licences de Radio-Canada en ajoutant la page 94 (a) ci-jointe au chapitre VIII de cet avis au public.

Guy Lefebvre,
Le Directeur général,
Gestion des politiques de Licences.

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The Canadian Radio-Television Commission held a public hearing, 18-22 February 1974, to examine and assess applications for renewal of the Canadian Broadcasting Corporation's radio and television licences. The hearing, held in Ottawa, provided a forum for public comment on the quality and sufficiency of the CBC's broadcasting services, and the overall performance of the Canadian public broadcasting system. At the same time, the hearing process afforded the CBC an opportunity to answer critics and elaborate policies and strategies designed to meet the Corporation's responsibilities as set out in the Broadcasting Act, 1968.

The hearing received substantial press coverage and commentary. It evoked an unprecedented popular response: 305 briefs were submitted to the Commission and 29 oral interventions were presented during the hearing.

What follows is a summary report on the hearing and the written interventions.

"A strong CBC is vital to the health of Canadian broadcasting, which has been characterized as the central nervous system of Canadian nationhood. The present Minister of Communications, when he was Secretary of State, underlined this importance when he called the CBC 'the cornerstone of the national broadcasting system.' It is clear that any weakening of the 'national service,' as it is called, would pose a threat to the entire Canadian broadcasting system. Conversely, efforts to revitalize the Canadian broadcasting system, as required by the Broadcasting Act, cannot succeed without...an innovative CBC, sensitive to changing needs, while still constant to original principles of service.... This hearing is not an investigation of the CBC. Let us hope that Canadians have had enough of this peculiar sport. It will be, I hope, a careful...discussion of Canadian national broadcasting service, of its mandate, its philosophy, its accomplishments, its future orientations."

From the hearing transcript: CRTC Chairman Pierre Juneau's opening remarks

I. THE CBC PRESENTATION AND COMMISSION QUESTIONS

The Canadian Broadcasting Corporation's executive officers, led by Mr. Laurent Picard, president, made the Corporation's opening statement on 18 February. In an energetic and forceful presentation, Mr. Picard noted that the Corporation would use the hearing as an opportunity

.to study, with both the public and the Commission, the CBC's problems, its overall situation, its strong points, its weaknesses, and the role of the national broadcasting service,

.to show that the situation of the Corporation, and other Canadian broadcasting services, had changed radically in recent years because of the audience-fragmenting effect of cable technology. Mr. Picard described cable as a "brutal" technology, not in a moral sense, but in terms of the shock which its impact had produced in broadcasting systems.

President Picard outlined the rapid growth of CBC between 1952 and 1956 followed by "the years of maturity: 1965 to 1975." He suggested that, thereafter, the CBC's history would be characterized as a period either of decline or "differentiation."

The focus of the hearing would be mainly on the English-language television service; concerning that service, Mr. Picard said that the Corporation would attempt to define a strategy in the context of the new broadcasting environment of the 1970s.

The years 1968 to 1972 had been devoted to the consolidation of facilities and increases in the quantity of Canadian programming. The immediate objective, for 1973 to 1978, was seen by Mr. Picard to be an augmentation of the quality of programming.

Quality of programming would be stressed at three levels: in the national network, where there would be "major innovations and changes in schedule," in regional programming where there would be a "distinct improvement in participation" by the regions in network programming, and finally, in local programming, which would be substantially improved.

Concurrent with a policy of qualitative improvement, the Corporation would undertake, as a secondary objective, to raise its Canadian program content from 68% to 70 or 75%. Reaching this objective, however, would depend on adequate production and distribution resources becoming available.

The corporate statement then focussed on "socio-economic trends--a growing expectation of alternatives" and simultaneous "fragmentation and selectivity" of audiences, most particularly in English Canada. The primary reasons for the development of this socio-economic environment were attributed to the country's increasing urbanization, coupled with the rising standard of living and greater educational achievements of most Canadians. More subtle components of the major socio-economic trends were identified as Canadians' "search for regional identity, demand for access, participation," and finally, what was termed 'saturation,' the decline of the novelty of television.

The technological environment has also changed somewhat, according to Mr. Picard, because of solid state innovation and the advent of satellite transmission. The main technological change, however, remains the explosive impact of cable service on television broadcasting. Not only has cable developed very rapidly, but its growth will continue to escalate. By 1976 approximately 45% and by 1980 some 60% of all Canadian households will enjoy cable service. In some regions, British Columbia and Ontario for example, cable penetration will reach or exceed 80%. The importance of Mr. Picard's figures lies in the assertion that, generally, "cable increases audiences for United States' programming."

The president proposed three "pure models" of broadcasting systems that might be usefully considered for establishing a CBC strategy: (1) "wholly commercial," (2) "different, Canadian, mass," and (3) "different, Canadian, specialized minority." The first is unacceptable because of the CBC's public service mandate, the last, because it is, said Mr. Picard, "elitist." Strategy therefore must be conceived in terms of serving a Canadian mass audience with "different" English-language programming. Moreover, Mr. Picard asserted that the strategy must be governed by: (1) the Corporation's mandate to "inform, enlighten and entertain" with balanced, predominantly Canadian programming, serving special needs for regional expression, (2) popular opinion, (3) cost in terms of technology and resources, and (4) CBC's impact on Canadian life.

Mr. Picard incorporated in his statement the results of a public opinion survey that, he said, indicated the following:

- .most people feel that CBC is doing a good job now
- .most people believe that CBC programming should be a "bit different"
- .most people already see CBC TV as being a "bit different" because it has more "information and education programming," more "Canadian programming," and more drama
- .most people think CBC should continue to be different
- .most people consider the current balance of CBC programming "about right"
- .most people perceive programming differences between CBC and private networks, and CBC programming is considered to be more demanding and less entertaining.

Mr. Picard said that the survey showed 12% of English-speaking respondents were very unfavourably disposed toward commercials, while 77% were moderately unfavourable or neutral toward them; 11% were favourable. Corresponding figures for the French network were 17% against, 77% moderately unfavourable to neutral, and 6% favourable.

Finally, the CBC sampling indicated that most people believed that CBC should have some advertising plus a government subsidy--the current situation.

President Picard stressed the efficiency of CBC administration and operations when compared to the public broadcasting organizations in Britain, Japan, France, Sweden, and Denmark. This efficiency was demonstrated in terms of hours of radio and television programming per person and relative proportions of budget spent on direct program costs. The president stated that CBC production is more decentralized than that of any of the other national services. In Canada itself, he added, the CBC spends more on programs, and on creative talent, than private broadcasters. Despite budget freezes the president said that CBC programming output has increased by over 2500 hours in the past four years.

Mr. Picard addressed himself strenuously to "the myth that CBC is over-financed" and provided data to demonstrate that CBC has been seriously under-financed since 1968. He added that many technical facilities were obsolescent. Those in Toronto are widely dispersed and he felt that their consolidation is imperative.

The president then turned his attention to the possibility of CBC's retiring from commercial activity. The real cost of dropping CBC advertising was projected in three parts: CBC lost revenue, \$50 million; CBC affiliates' lost revenues, \$17 million; and the cost of replacing programs, \$13 million.

The president noted that a number of budgetary arrangements, recently approved by Cabinet, would make financial planning more flexible and straightforward than has been possible for the Corporation in the past. What remains to be achieved is an agreement-in-principle for financial support over a three to five year period. In Mr. Picard's words, "even though you don't have a commitment, at least you start to negotiate on the basis of...principle, rather than start the fight all over again every year."

Drama and entertainment programming will receive priority in a planned restructuring of the CBC English network over the next few years. News and public affairs programming would be reinforced on the French network during the same time. While speaking about specific program areas, the president noted that the CBC survey had indicated that 38% of English-speaking and 36% of French-speaking respondents felt that there was "too much (programming about) politics."

Mr. Picard told the Commission that a new approach to advertising is being considered by CBC. It would have two basic objectives: to reduce or eliminate "negative effects" of commercial and/or services messages in television programs of "special public interest and artistic merit"; and to open up portions of the schedule to program innovation, "free of normal time constraints and commercial interruption."

These objectives would, he said, be subject to two constraints: the maintenance of a balanced program schedule to ensure that CBC and affiliate stations "remain competitive" and protection of an "acceptable" revenue position.

Aside from these objectives and limitations, the Corporation plans to maintain program classes already free from commercial messages (news and public affairs primarily), and to extend further the program classes free from routine internal commercial interruptions: federal and provincial elections, special events like federal/provincial conferences, and "special presentations of merit," such as drama. The president also pledged that the Corporation will program a commercial-free evening regularly with in-depth treatment of a major theme or an experimental "magazine" format. In principle, he asserted, CBC advertising will relate to programs rather than the reverse.

The president characterized the CBC as "a mature organization," one that is "built on creativity" but with typical manpower problems: ageing, low replacement of personnel, and the particular problem that "intellectual or creative people become obsolete very fast." As an effort to counter such "creative obsolescence," the Corporation is experimenting with sabbatical leaves which have proven successful in giving a new sense of motivation to creative staff.

Some thought is also being given to starting a staff college. Manpower re-training and motivation is important in any creative organization, he said, and added in an aside that "le monde est à re-inventer," and, "I think this country will have to be reinvented all the time. That is the problem the country will face, and that is the problem that the CBC will face; we will have to re-invent it all the time."

The vice-president of the French network, Mr. Raymond David, noted that regional news programs across Canada had been developed in recent years, filling a noticeable gap in French-language radio service. In television, the program Téléjournal has been moved to an early time slot to increase its potential audience. In entertainment programming, the presentation of feature films during the day and in prime time has been largely replaced by the development of new broadcasting concepts that combine both magazine and variety program formats.

Canadian content, said Mr. David, has risen considerably in the last three years. This has been accomplished in large part by buying the broadcasting rights to various programs produced by Radio-Canada affiliates. Daily programs from CBFT Montreal are being planned along with a development of production capacity in other principal regional centres: Moncton, Quebec, Ottawa, Toronto, Winnipeg, and Edmonton.

In future, the French network will enrich its information branch with news and documentary reports and an effort will be made to increase amateur sports coverage. A library of children's programs is being created. It is made up of productions that may be re-used over three or four years for future child audiences.

Mr. Marcel Munro, speaking for the CBC's English network, remarked on the fact that the critical point for CBC radio came in the 1950s and 1960s. "But crises are really opportunities and the 1960s brought those opportunities.... The CBC fully recognizes that radio has entered its second life cycle. In this sense and in many ways, radio is ahead of television." CBC television is now going through its own critical phase. It is no longer, he said, "the only game in town. Today's vastly increased choice in English-language television provides (CBC) with a challenge--just as radio faced a challenge in the 1950s and 1960s. To meet that challenge, (CBC) must offer Canadian television program service which is different from that of the private stations, and of such quality and variety that viewers will choose to watch it."

Mr. Munro projected an increasing decentralization of production resources. The news and drama departments have recently been enriched, he said, by new management and appropriate budgets. "The next step, which will start immediately, will be to further improve...variety, music, and current affairs departments....Within the objective of increased Canadian content is the objective of increased regional content, increasing the number of programs produced by and about the geographic regions and provinces of Canada... The fact is that the nation's own sense of its diversity has grown more rapidly than television's ability to portray it." In order to satisfy the need for programs from and about the regions of Canada, he saw a new priority being given to regional programming along with a further decentralization of decision making.

At the local level, plans are being made for a 60-minute supper-hour program of news and information, to be televised fifty-two weeks a year.

"In the face of increasing viewer choice," Mr. Munro said in summary, the CBC "must remain relevant to Canadians of all ages, interests, and tastes...by offering a service which is distinctive in its amount of Canadian and regional programming, distinctive in its balance, and distinctive in its quality."

During questioning by the Commission President Picard noted that a plan for an augmented northern service, using the Anik satellite, may be ready for public announcement in about three months, after northern service priorities are established.

A second English television outlet in northeastern New Brunswick he characterised as an "immediate target" and to that end the CBC St. John affiliate "intends to apply for a transmitter." The strength of French-language radio in northeastern New Brunswick will also be augmented.

Commissioner Thérien suggested to Mr. Picard that the French television network's success in drawing audiences to its own prime time productions could not be explained simply in terms of a barrier of language to competition from U.S. programs. Other factors, said Mr. Thérien, must contribute to Radio-Canada's successes in television.

In reply, Mr. Picard asserted that there is a special homogeneity in French Canadian culture which contrasts to the complex "heterogeneity" of English Canada. Moreover, important areas of English Canadian programming, variety and light entertainment, had, in Mr. Picard's opinion, "atrophied" as the English network concentrated on documentary production. One consequence is the current American domination of this important part of CBC's English television schedule. Over the years Canada's "talent base" in light entertainment had been allowed, he said, to drift away. This talent base must be redeveloped and there must be some failures, and risk of failures, in the process. He considered that the French network has been more experimental in its approach to production creativity and emphasized that, while the policies of the two networks are identical, strategies and priorities have differed.

Commissioner Frye put the proposition "that to be educational and...to be entertaining are aspects of a good program, that they are not categories of programs" and are not particularly useful in developing CBC strategies. "I wonder," he said, "if you haven't really got a single homogenous, remarkably intelligent clientele in the people of Canada, rather than a number of groups of mutually exclusive interests." In response, Mr. Picard said that "you don't find that same kind of homogeneity" in English Canada that you find in Quebec. As an example of what he meant, he remarked that the film The Rowdyman was "very well received in the east...very poorly received in the west." But "if Rue des Pignons in French is well-received in Montreal, the chances are that it is going to be well-received in Quebec."

Commissioner Land noted that the CBC presentation elaborated on the fragmentation of audiences and a growing selectivity in choosing programs. Paradoxically, "the model toward which the CBC appears to be patterning itself" is a mass audience service and "there seems to be some conflict between this trend toward fragmentation and the future role of the CBC" outlined in the Corporation's statement.

Mr. Picard asserted that "the greater the chance of fragmentation, the greater is the necessity for a broadcasting system which unifies the country and has a mass appeal.... If one is to take a pessimistic view that this fragmentation is going to increase, it is one more reason for CBC to be mass appeal, because it is the only organization...that, in the face of such fragmentation--technically, socially, and regionally--is going to bring some kind of general message." Furthermore, television is a high cost technology. "It would appear very contradictory then that you would use a...high fixed cost...non-flexible type of technology to do minority work. That looks like taking a train to cross Jarvis Street."

Commissioner Land indicated that in the CBC brief "there is comment about the importance of having American programs as 'lead-ins' (normally scheduled at peak prime time viewing hours: 8:00 to 9:30 pm) to attract...an audience for the Canadian programs that follow." He asked Mr. Picard "if that concept isn't somewhat outdated" and if there was "evidence that suggests that the audience is held, after...a more popular American program, to the Canadian program that follows?"

Mr. Picard replied that this is a general scheduling technique: "A popular program tends to carry (an audience) to a program which is more demanding,...An American program does a good job of doing that. One can dream in the long, long term that maybe Canadian programs could do the job."

Mr. Land then estimated that "at the present time, in the prime period between 8:00 and 9:00, something less than a third is Canadian content" and, he asked, "Is there any plan to increase the proportion of Canadian content in that prime time period?"

Mr. Picard asserted that the definition of prime time is much larger than the 8:00 to 9:00 period, "and what the CRTC defines as 'prime time,' is more than half" Canadian content. He reiterated the Corporation's intention to raise the overall percentage of Canadian content to about 75% with an unspecified part of this increase being in prime time.

Vice-Chairman Boyle suggested to Mr. Picard that the American educational television service, PBS, seems to select and show excellent series from the United Kingdom more frequently than CBC.

He then recalled that in Mr. Picard's presentation of the CBC survey, some 30% "objected to the amount of (programming about) politics" and questioned whether these were objections to Canadian or American politics. Mr. Picard replied that "it is not necessarily that politics are bad, or people don't like politics, it might mean that there is not enough diversification in other fields (of public affairs programming)." On the issue of regional programming the Vice-Chairman remarked that "there is one point that I think has got to be brought out and brought out very strongly. When we are talking about 'regions finding their identity,' I don't think it is regions searching for identity. I have been more and more convinced in the six years that I have been on this Commission that it is really regions asking to be represented."

The Chairman drew Mr. Picard's attention to the minority "educational" model rejected by CBC in the Corporation's opening statement. He observed that "the fact that (the American educational television service, PBS), seems to be doing so badly in the ratings may be demonstrating something different from what the CBC brief seemed to indicate." Not only is PBS a very new service, having begun as a network only within the past several years, its lack of success for the moment "may be the demonstration of a need in the overall American broadcasting environment."

Mr. Picard replied that "this is a different kind of vocation than what appears to me as the vocation of CBC." The Chairman stressed that he does not advocate a PBS model for Canada. But PBS buys CBC programs that "have rather respectable audiences" in Canada, sometimes 20% of the audience. In other words, said the Chairman, the fact that PBS now only reaches a small minority in the United States doesn't mean that that kind of programming inevitably leads to a very small minority audience.

Questioning was then directed to dominance of American programs on the English network during peak viewing hours. But any move from this scheduling of American programs between eight and nine to more Canadian programs "is going to be a long process" according to Mr. Picard. In the long term, he believed that Canadian light entertainment programs could be as saleable to advertisers as similar American programs and, he added, "up to now, we have increased Canadian content with no substantial loss in revenue. I do believe," Mr. Picard stated, "there is a problem convincing advertisers...that the Canadian program can have as much success as an American program and, as fragmentation increases, it might have some greater success."

The CBC's executive vice-president, Mr. Sinclair, referred to the peak audience period as having a "locomotive effect" when popular programming is used to attract a large audience which may stay on for the Canadian program immediately following. "Maybe that would give you a larger overall audience for the Canadian show, which is the real object." The Chairman, however, noted that audience figures "would indicate that the locomotive effect doesn't always work."

Returning to the success of the CBC French network, Mr. Juneau asked Mr. Picard if its success was based on a strong identification with its audiences. "Far from being protected by a context, perhaps Radio-Canada has instead created a climate" of affinity, he suggested. Mr. Picard agreed in principle and pointed out that the creative successes of the Quebec film industry and Radio-Canada may have been closely intertwined. Nonetheless, no such developments have yet taken place on the same scale in English Canada. Here, one is obliged to start at the beginning. "In time," Mr. Picard added, "it might succeed and (one must) be able to risk making mistakes and not being shut down or not changing your mind on the first mistake.... In broadcasting there is a great deal of time between diagnosing a problem and solving it."

The Chairman remarked that the Commission was aware of "a good deal of complaint" about the place given to film, Canadian films and films of great quality.... The French network has had a long policy of showing film," including foreign films with subtitles. He asked why this was not done on the English network.

Mr. Sinclair replied that the difference arises from the priorities established over the last five years, a period stressing consolidations and increases in Canadian content for the English network. Looking outside for films was simply not a priority "and to my feeling...it is going to have to be a priority in the next five years."

The Chairman pointed out that on the English network there are many more U.S. programs than programs about English Canada, the North, native Canadians, or various cultural groups across the country; "we end up with the situation where we have more programs from the United States on the English network than we have from French Canada, and vice-versa."

The Chairman sought Mr. Picard's response to a question which he raised, he said, "for discussion, not grievance"; the question of commercial constraints. "With all the problems that are facing Canada,... is it not a bit sad, maybe both sad and comical, that people like us who are administrators of a broadcasting system, should be discussing whether we must continue to show trivial things called Mash or Cannon or Police Story, to keep our national broadcasting service going?"

"The problem for the administrator," Mr. Picard said, "is to look at the resources, look at the problems, try to define the resources and the problems as you have defined it, the North American problems and...to try to solve them part by part as you go along. I don't think we can resolve all of them in one shot, we don't have the resources, we don't have the manpower resources or the creative resources."

Speaking to the question of constraints imposed on CBC, Mr. Juneau read into the record part of a brief submitted by Mr. George Ferguson, editor emeritus of the Montreal Star:

The makers of Canada a century ago knew they were embarking on an experiment that would be difficult, risky and costly. On these scores they had no illusions. Within two years the financial terms of Confederation had to be changed so that the poor partners would have to be subsidized by those partners who could afford to put more into the common pot. Those

subsidies have continued to this day, despite the protests of the richer members of the union that they cannot afford to pay another nickel more. In every field you can mention, this same story has been repeated again and again and again. We found we needed new canals and new and bigger locks, and we built them. We extended ourselves westward, and again millions and millions were needed for new railways, and we built them. Roads and pipelines were needed in due course. We built them. New ports? We built them.... Nationally speaking we built ourselves on subsidies, each occasion being made the subject of new protests that we could not afford the price. We went on building a nation just the same.... This is a massive break with the past. In the old days we gladly spent hundreds of millions of dollars on providing ourselves with the capital equipment our economic growth required. But we shrink back when it comes to the task of explaining to ourselves why such equipment is needed, indeed why Canada itself should exist, and for what purpose.

After asserting that "it is about time that the myth that CBC is over-financed should be exploded," Mr. Juneau put a hypothetical question to Mr. Picard: "If the CBC did not exist and Canada had two or three commercial networks, would you propose (that a Public Broadcasting System) model for the CBC be created?" Mr. Picard replied that "I think it would only be fair...I would be inclined to say that it should be built, a totally public system. But that is not the situation we face...if there were the money and the resources, sure."

19, 20, 21 FEBRUARY

The following is a summary of the second part of the hearing, the interventions. These oral presentations were limited to thirty minutes each and were followed by questions put to intervenors by the Commission. The interventions varied widely in their preoccupations. They were based on briefs that were uncommonly articulate and persuasively developed. Indeed, several of the briefs had been written only after weeks or months of careful monitoring and evaluation of CBC services.

The intervenors themselves represented a cross-section of Canadian society: spokesmen for rural and isolated communities, representatives of provincial governments, those who felt disenfranchised by the media as well as experienced broadcasters looking for greater diversity and innovation in programming. A few represented vested interests. Almost all of the intervenors would characterize themselves as Canadians who care. What was common to them was their explicit belief that what becomes of the Canadian Broadcasting Corporation matters very much to Canada and to them.

II: THE ORAL INTERVENTIONS AND COMMISSION QUESTIONS
19 FEBRUARY 1974

STATEMENT on behalf of the Ministers responsible for communications in the Maritime provinces, Council of Maritime Premiers:

Hon. Paul S. Creaghan, Minister of Economic Growth,
New Brunswick

Hon. Leonard Pace, Minister of Highways, Nova Scotia

Hon. Dr. John Maloney, Minister of Industry and Commerce,
Prince Edward Island

Gaylen Duncan, Co-ordinator of Communications Policy,
Nova Scotia

A.H. Cunningham, Regional Advisor on Telecommunications,
Council of Maritime Premiers

The committee of Ministers responsible for communications in the Maritime provinces wished, said Mr. Maloney, to present "the concerns and interests of the Maritime Provinces in the field of communications in general and public broadcasting in particular." Reminding the Commission that "fate seems to have destined Canada to be a textbook example of the way in which a society and its culture can be shaped by the pressure and pull of communications media," the Committee anticipated that the CBC "might find valuable" their statement outlining the areas of communication that most concern the Maritime provinces.

Mr. Maloney pointed out that the eastern provinces have "the largest and possibly the strongest regional identity outside of Quebec." He remarked that the mandate given the CBC by the Broadcasting Act "provides for the strengthening of (regional) identity through increased local and regional programming and through a positive portrayal of Maritime experiences and aspirations to the rest of the country."

The Committee appreciated "the CBC's oft-expressed intentions to de-centralize and regionalize both management and production but was eager to see the practical results of such a policy as soon as possible. Mr. Maloney felt "that this is the proper time for the Commission to ask for a specific commitment to this effect."

Speaking to "the impact of communications," Mr. Maloney stressed that present and future plans of the CBC will affect the development of the Maritime region. "The CBC tells us," he noted, that national programs are at present primarily "designed with the total audience clearly in mind.... The characteristic viewer is the ordinary Canadian." Given the "unbalanced demography of Canada as a whole," the total profile "necessarily reflects the interests of the large urbanized areas of central Canada." This is antithetical to a "confident regional identity."

Addressing himself to "the impact of radio," Mr. Maloney maintained that, in its application for radio licence renewal, the CBC indicated virtually no regional input from the Maritimes in such influential programs as This Country, Five Nights, and As It Happens.

In the section of the presentation called "the impact of television," Mr. Maloney found "the situation is far more serious." There has been insensitive treatment of the Maritimes in CBC news and "we find that we have too much of the Maritimes seen through...central Canadian eyes." And "an inflexible national 'profile' or norm that may well be appropriate for the highly populated, urbanized centres of central Canada can come dangerously close to producing cultural alienation when imposed on the Maritime region." Too many programs about Canada tend "to be more concerned with the wide open spaces of the West and North rather than the older and more intimate cultural heritage of the Maritimes."

Mr. Maloney called for increased consultation and coordination at the regional level if CBC is to achieve "effectiveness in its total mandate." More regional programming was called for, "produced and controlled by regional people."

"The Maritimes are simply not receiving the coverage" described in the CBC submission, according to the Minister. CBC AM programming was applauded, the lack of FM service noted. Along with gaps in radio service there were serious gaps in television coverage and inadequacy in second language coverage.

New Brunswick, Mr. Creaghan pointed out, is the only province "that does not have a publicly-owned English-language television station." French-language television is minimal--a mere three hours a week, locally, in Moncton.

Broadcasting from CBC Halifax "deteriorates rapidly" at night because the radio transmitter then beams directly out to sea. "When the shift from night to daytime patterns is announced with a cheerful 'Good night Milan; good morning St. Margaret's Bay'," the Minister remarked, one must assume a certain incongruency somewhere.

Mr. Pace believed that "what we need is local, provincial, and regional programming, and our need is immediate." "Our region, in many ways is unique and certainly we wish to express that uniqueness. That cannot be done by slick Americanized programs.... We also have of course very competent professionals who have come out of the Maritimes: Anne Murray, Gene McLellan, Edith Butler...the Don Messer show at one time was one of the lead CBC programs.... We think programs of people such as that express the feelings of the Maritimes, and that is the image we wish to project."

The Ministers felt that without a certain amount of advertising on CBC, "the cost to the Canadian taxpayer would be considerably higher...but most of the advertising is oriented for the Golden Triangle. And certainly as long as this mentality persists in the CBC...then of course the Maritimes will not be well served."

The Ministers called for:

.increased participation by regional representatives on the Board of Directors of the Corporation

.CRTC consideration of establishing a regional office to facilitate consultations "between the Corporation, the Provinces, and the Commission."

The Ministers then stated that "the ultimate resolution of the question of broadcasting policy in Canada must...rest upon the outcome of the on-going negotiations between the Federal and Provincial governments."

The Ministers asked the CBC and CRTC to "give serious consideration" to the following recommendations:

1. Increased radio and television transmitters to remedy existing coverage gaps in public broadcasting
2. The provision of publicly-owned radio and television broadcasting facilities in all provinces
3. Increased local programming for local, provincial, and regional consumption
4. Increased regional programming for network distribution
5. A greater emphasis on cultural and entertainment programming at the local and regional levels to supplement increased news and public affairs coverage
6. Increased bilingual programming in radio and television
7. A more positive attitude toward multicultural programming
8. The extension of the CBC FM network throughout the Maritime region.

Mr. Lawrence, Commission Counsel, asked how CBC might allocate time to serve the multicultural needs of third-language groups. In reply, Mr. Pace suggested that if programming were more locally based, the priorities for multicultural broadcasting would assert themselves.

Mr. Maloney added that there must be both mass audience programming and a recognition of diversity. "I think," he said, "it is the difference in a country between a boiling pot where everybody is reduced to the same thing...(and) the casserole theory, where...different sauces and different constituents go in and each retains and adds to the general flavour...you need both."

Vice-Chairman Boyle remarked that "we tend to toss around the term 'mass audience' too freely in this country, because the definition of 'mass audience' in...an American context must be different from ours.... (For the CBC) it is not just an unrestricted open game to get the majority of an audience at any given point..., it must always be modified by the fact that it has certain responsibilities that have been spelled out for the last forty years." Further, he suggested that "when regional areas make representation, they want the identity which they are aware of themselves expressed to the rest of Canada, and in turn, to be responsive to the identification of other parts of the country as part of the process ...of unifying the country."

COUNCIL OF THE NORTHWEST TERRITORIES

Bryan Pearson, Councillor for the Eastern Arctic

The Council of the Northwest Territories believes "that the Canadian Broadcasting Corporation is not providing an adequate service to the people of the Northwest Territories," said Mr. Pearson. "More local northern input into CBC's radio broadcast programming is required. There is need for local broadcasting facilities in every community in the Northwest Territories in order to allow for local news, public affairs shows, and community announcements to be produced for each community." The local units should be connected to the CBC network to use network programming when desired. "There is also need for more programming in native languages on the northern network" and "only a minority of communities in the Territories are presently receiving reliable radio broadcasting."

As for television, "There is very little programming relevant to the North...and no northern programming input from the Northwest Territories at all. There is need for the development of local and regional television programming in the Northwest Territories, with local stations being able to produce locally relevant material for broadcast over local stations and regionally.... The majority of the people that live in the Northwest Territories are native people who are going through terrible cultural upheaval," according to Mr. Pearson. The imposition of southern Canada is suddenly coming at them "hard and strong...the true northerners, the native people, share the greater Canadian concern about cultural identity...they see their culture threatened and they worry."

In Mr. Pearson's view, the provision of CBC radio facilities should be given priority in all communities.

In reply to a question from Commissioner Pearce, Mr. Pearson said that "very simple, low cost, low power transmitters established in the communities would enable the people to communicate with each other.... There are seventy-two communities in the Northwest Territories...they are confined, restricted communities, so the need for great fancy transmitters is not great--just simple radio facilities."

Commissioner Pearce asked "how much would it actually cost to cover the communities...with the minimum of low cost...FM radio stations?" Mr. Pearson replied that with seventy-odd communities, "\$50,000 would give you almost enough for a transmitter in each community with a small library of records." The Chairman noted that "the studies about service to the North are very advanced. I would think myself," he added, "that they are really completed...it is now a matter of how fast they will be finalized and implemented."

CANADIAN BROADCASTING LEAGUE

F.B. Rainsberry, President
A.K. Marshall, Vice President
Graham Spry, Past President
C.A. Billowes, Executive Director

Presenting the intervention, Mr. Spry proposed to emphasize the "incredible importance of broadcasting, of communication, in individual and in social life. In the long brief that the League submitted," he said, "we have rather exaggeratedly emphasized this, because what we are discussing is not the hating of commercials or loving Lucy, but an essential aspect of human life, individual and social." Quoting from one of Harold Innis' studies of communications, Mr. Spry stated that "the jackals of communications and the pernicious influence of American advertising in all ramifications of Canadian life mean...we are indeed fighting for our lives."

"Forty years ago," said Mr. Spry, "the principles of Canadian broadcasting and a national strategy about communications were legislated by a unanimous House of Commons. Every parliament since then has endorsed them. They were endorsed by parliament and defined by law; but government after government after government has failed to provide the means to fully implement that strategy," and forty-two years have passed "weakening those principles and compromising that national strategy."

Mr. Spry briefly reviewed the history of radio's development in Canada, characterizing it as a series of missed opportunities.

Television policy was introduced "fairly quickly," he thought, "but after an initial period, the area gateways were thrown open to private investors and private stations.... In a few years the private stations became twice, now thrice, as numerous as the CBC stations," and the public sector was left to carry the main load of Canadian programming, and the total load of networking.

Cable technology had a similar history, said Mr. Spry. The CBC had tried to inquire into its role but the government stopped the inquiry. Now we have about four hundred cable systems "importing programs and operating in effect as unofficial affiliates or rebroadcasters" of American networks and stations. "Of course we want cable, but this failure of government imagination and action ten or twenty years ago created the problem all the on-air stations face today. And we have made impossible the efforts of the CRTC adequately to resolve that problem."

Mr. Spry estimated that "between 13 and 20% of the on-the-air stations in Canada today are CBC owned and operated. The rest," he said, "are private commercial stations serving their purposes, making their money, using their tin cans for printing money. Where," he asked, "is all this extension of service which has been demanded and which is written into the Act?"

Mr. Spry concluded with two observations: "The whole broadcasting system needs strengthening and its programming improved, in both the public and private sectors, in order to better fulfill the strategy and serve the Canadian objectives laid down by Parliament. The renewal of the CBC licences should be followed by measures to restore the stature of this primary national service in the total system.... Of course," he added, "both the hardware and the software are necessary...but this brings us, as all things bring us, to money."

CBC funds were described by Mr. Spry as "persistently inadequate." The League, in its submission to the Commission, suggests that "the programming of the national service be more generously and adequately financed, preferably by some contemporary method of fund collection, directly from the audience rather than through taxation and advertising." The second objective would be that "we proceed by stages...to set aside one one-hundred-and-twentieth of the gross national product" as the amount which, by 1980, would fund CBC programming. "This 5/6 of 1% of the GNP would provide in the order of one billion dollars."

Asked about his assessment of current CBC programming by Commissioner Frye, Mr. Spry said that "we probably have the best network television in North America. Unfortunately we don't use it. It is a bilingual network." Switch between English and French CBC, he said, and one is "astounded" by the quality that certain programs achieve.

As to the tension between the need to reach large audiences, either for commercial purposes or to remain a mass medium, and the need to deal with "the questions that are important to the country," Mr. Spry found no dichotomy. Quoting Sir George Beadle of the BBC, Mr. Spry said that "popular programming should be good and good programming should be popular."

Dr. Rainsberry noted that CBC needs more time and money for the planning of programs so that when they "come on the air they would be better." "If you take a series like Images of Canada for example--which had a long period of planning and great care and thought put into it--it emerges" as a kind of programming with unique qualities. But in the CBC presently, Dr. Rainsberry sees "the lead time for growth and development declining as the pressures of competition and the limitation of resources increase."

Mr. Billowes noted that the brief of the Canadian Broadcasting League "encouraged the renewal of the licences for a maximum period without the imposition of limiting or hampering restrictions upon the autonomous operation of the Corporation. We did not say," he stressed, "that we opposed the imposition of conditions, but only conditions upon the autonomous operation of the Corporation."

PIERRE BERTON, TORONTO, ONTARIO

Mr. Berton prefaced his presentation with a statement that "this is an historic occasion. I don't suppose there is another country in the world in which so many people of prominence in the broadcasting industry would take so much time...to discuss the national broadcasting system in this country which, in effect, means the future of the country itself."

Mr. Berton then stated his contention that the CBC, which is charged with fostering national unity, "is in effect...a force for separatism in the country," partially because the French and English networks "receive very little 'cross-fertilization'." Very few programs of either network are adapted for presentation by the other network. "I think," he said, "it is time the Corporation tried a little harder to foster the kind of cross-fertilization that is absolutely necessary if we are going to remain a single nation."

Mr. Berton maintained that "even in English Canada there is really no national news worthy of that name; it is the Toronto-Ottawa news that you get at 11:00 at night." There should be, he proposed, a "truly national news" with bilingual reporters and with the news read, separately, in the two languages. It would not, he proposed, be the same news for Halifax or Toronto or for Quebec City--"there are changes in emphasis necessary as well as omissions and additions." In Mr. Berton's opinion all CBC foreign correspondents should, in principle, be bilingual.

In variety programming Mr. Berton saw many opportunities for certain types of entertainment that could be common to both of the CBC's television networks: mime, for example, is independent of language.

He recalled the success of La famille Plouffe which was produced bilingually and played on both the French and English networks. He was intrigued, he added, by the lack of French film on the English-speaking network. "It would be a priority of the highest order," in Mr. Berton's opinion, "for the CBC to set aside some of its brilliant young men and women to invent, to devise, programs that can be (shown) to both language groups at the same time or at similar times on both the French and English networks of CBC."

Mr. Berton read a list of suggested "requirements" which should be attached to CBC's licence:

.That within the next year the English...network undertake to institute one news program on a national basis that is designed for all of Canada

.That within the next year, the English-language network undertake to begin an integrated news system using bilingual correspondents...reporting from world capitals to both networks in both languages.

.That within the next year, the English-language network devise at least one regular variety program, suitable for transmission in the same form to both language groups.

.That within the next year, the network establish a documentary series suitable for transmission in the same form to both language groups.

.That within the next six months, the network establish a program committee to explore new methods and techniques of bilingual communications in the visual medium.

.That within the next year, the English network devote one hour a week to a public affairs program dealing specifically with news, commentary, and information from French-speaking Canada.

.That within the next year, the English-language network devote a minimum of one half hour a week to a dramatic series that can be shown in both languages on both networks.

.That within the next year, the English network purchase a minimum of eight French French-language films, made in Canada, either dubbed into English or with subtitles for presentation in prime time.

In Commission questioning Mr. Berton elaborated on his proposal for programming that is shared by both the French and English networks. "If you are going to have a country," he said, "all the people in the country must be involved at some time or other in common endeavours: whether it is building a railway or going to war or having an Expo. They must do certain things that are common to all." Right now Hockey Night in Canada is perhaps "the most important national event because it transcends separatism.... We should...be involved in watching things on the national networks as a group."

In reply to a question by the Chairman, Mr. Berton stated that the programming he advocated should not be done by either network but rather by "a small supraorganization which is composed of people from both networks."

"I think," Mr. Berton remarked, "one of the jobs of the CBC is to branch out and try to do things that other networks, for a variety of reasons, feel they cannot do. But, for the life of me," he said, "I don't see that it is a problem to have quality and mass audience."

NATIONAL ASSOCIATION OF BROADCAST EMPLOYEES
AND TECHNICIANS (NABET)

Jean Benoit, Regional Vice-President

A seven-point submission had already been presented to the Commission as a brief and Mr. Benoit explained that he wished to elaborate on four of these points.

First: the extension of service in the North. NABET had always cooperated with CBC, and made exceptions to parts of its collective agreement with the Corporation, in order to help establish community radio in the North. NABET asked that CRTC put pressure on federal government agencies to make available, as soon as possible, the funds required to proceed with the extension of northern service.

Second: citizen participation. Mr. Benoit's union believes that the listener, or viewer, is ignored in programming, both in terms of participation and consultation. He advocated the establishment, in each region served by CBC, of citizens' committees, representative groups to orient the direction of local programming.

Third: commercial advertising. NABET does not recommend the abolition of CBC advertising but would like to see a clean-up of and a reduction in advertising throughout CBC broadcasting. NABET advocates the European broadcast advertising system where commercials are grouped in blocks that do not interrupt programs. Mr. Benoit suggested that if the Commission accepted the idea of block advertising the system would have to be extended beyond CBC to include all Canadian broadcasters.

Mr. Benoit's fourth point was concerned with broadcasting rights associated with the 1976 Olympics. In the past the exclusive rights to Canadian events had to be purchased by Canadian broadcasters from foreign broadcasters, for large sums. This situation must be avoided in 1976, he said.

In closing, Mr. Benoit proposed that the CRTC act to replace the Bureau of Broadcast Measurement (BBM) as the "official" audience measurement system. The current system, he said, was distorted by stations that reached for larger audiences during predetermined measurement periods. If good programs could be produced for these periods, they could, he maintained, be produced throughout the year just as well.

Questioned by Commissioners, Mr. Benoit supported CBC's withdrawing from children's advertising. Certain other advertising, such as that done by finance companies, should also be cut off, he stated.

In reply to Commissioner Thérien's questions, Mr. Benoit said that NABET collaboration with community groups was primarily technical in nature and was concentrated in northern communities.

In discussion with the Chairman, Mr. Benoit reiterated his proposal that audience ratings be done under CRTC direction and advocated that they be paid for by government grant.

MARY VAN STOLK, MONTREAL, QUEBEC

Mrs. Van Stolk declared that an analysis of television programming on Canadian networks "would disclose that only a very small percent of television information is factual and that the majority of television time is spent propagandizing one position or another. Not the least serious of this form of propaganda," and this was the major concern of her intervention, "is the amount of violence presently being shown on both Canadian networks."

"Although the CBC must share responsibility for propagandizing violence it can nevertheless be commended for its more advanced attitude toward programming it," she said. She added that she "would urge public support for CBC because," in Mrs. Van Stolk's opinion, "it, more than any other network, can afford to engage in research necessary to promote excellent programs without violence." Further, Mrs. Van Stolk believed "that Canadian citizens would support a new non-violent Canadian programming because the taxpayer is increasingly aware of the present cost...to society of propagandizing Canadian youth to American television violence."

In her statement Mrs. Van Stolk referred to recent research findings that indicate, among other things, that "one of the best predictors of how aggressive a boy will be at age nineteen is the violence of the content of the television programs that he sees when he is aged eight."

In closing her presentation Mrs. Van Stolk said that "if, in 1974, Canadian tax-payers are not aware of the effect on children of viewing television violence, they will understand these effects within the coming years. Just as the Canadian population was not necessarily aware of pollution or the energy crisis in 1969,...they are definitely aware of these problems today. And tomorrow they will be very much aware of the effects of the violence on television as it really propagandizes, teaches and creates a model for aggression and violence day in and day out." Mrs. Van Stolk asked that the CBC be given a "strong mandate...to create a new programming policy which would no longer propagandize for violence."

During questioning, Mrs. Van Stolk pointed out that television creates "very dramatic models" of behaviour and we have accepted "heroes who promote violence."

Replying to Vice-Chairman Boyle, Mrs. Van Stolk asserted that the theory that televised violence sublimated real violence is no longer found to be valid. "The studies seem to indicate that not only are children made more violent by watching violence on TV, but that adults are too--and that this can be demonstrated by testing them both before seeing a violent television program and afterwards.... Television is much more subtle than the spoken word because it teaches not only the sound of violence but the facial expressions of violence, the body movements of violence."

Responding to the Chairman's question, about her "views on the relative importance of television on children as against other forms of influence--education for instance," Mrs. Van Stolk replied that "the child is now 'academically present' in the classroom about ten minutes out of every day...and he is 'academically present' in front of the television set at least six hours (per day) and often more." By "academically present" Mrs. Van Stolk explained that she meant "interested."

WRITERS UNION OF CANADA

Marian Engel

Mrs. Engel stated that "writers in this country have been largely ignored by CBC television, although they have (been) kept on CBC radio." Books, she noted, "are rarely mentioned on CBC television, and when they are mentioned they sell," but, "it is almost impossible (for an author) to get on national television at the moment." Book writers did not, she said, wish to be used extensively as script writers; "we don't want to take over the script department. We want to be used as a resource by the CBC because there are things we know and things we can contribute and things we can do."

THE ASSOCIATION OF CANADIAN ADVERTISERS
THE INSTITUTE OF CANADIAN ADVERTISING
JOINT COMMITTEE

The opening statement, made by David Hopkins, Director of the ACA, expressed the conviction of many of the two associations' membership "that any move at this time to reduce or eliminate the CBC's commercial activities would not be in the best interests of the Canadian public, the broadcasters, nor the Canadian business that uses the medium for advertising." Mr. Hopkins characterized as an "unnecessary burden" a loss of CBC advertising revenues that would have to be compensated for by "an increase in the (CBC's) operating grant provided at the expense of the Canadian taxpayer."

A second concern with any CBC withdrawal from advertising focussed on the effect on audience level. "We believe," said Mr. Hopkins, "that the CBC's commercial activity provides an incentive for the Corporation to actually reach the Canadian public with its programming, and that, in some ways, can fulfill its mandate under the Broadcasting Act." Moreover, the withdrawal of CBC from the commercial field could result in a general reduction of advertising in all Canadian television because:

- .already limited commercial "availabilities" would be reduced further. Smaller advertisers would be especially hard hit. "In some instances, this might lead to greater use of U.S. border stations";

- ."the cost efficiency of television as an advertising medium" could seriously deteriorate with the likelihood of substantial rate increases by private broadcasters; and

- .in some markets television would no longer be in a position to provide complete advertising coverage of the market. "In some multichannel markets it becomes difficult, if not impossible, in the case of limited advertising budgets, to effectively reach the majority of customers without using all the Canadian TV channels including the CBC outlet."

The Joint Committee therefore proposed that CBC remain in the field of commercial broadcasting for the next licence period. But Mr. Hopkins added an important qualification: "it is not our contention," he said, "to show that the CBC should be entirely commercial or that its programs should be commercial, but rather, that there is a place for commercial activities within the CBC frame of reference and to enable it to fulfill its mandate."

The Chairman wondered whether, now that there are three Canadian television networks, there would in fact be a lack of commercial availability. According to Mr. Hopkins, this remained to be established.

In reply to a question by Commissioner Thérien, Mr. Milne noted that advertising "clutter" on television "works against...effectiveness, works against anything the advertisers are trying to do." "Over the past few years," he continued, "there has been a greater tendency to sponsor special programs and adapt the commercials to the vehicle, and therefore make them more compatible with the environment in which they are occurring." Another trend is "to longer length commercials...sixty-second commercials instead of thirty-second commercials."

Answering a question put by the Vice-Chairman, Mr. Hopkins said that the advertising agency exerts "virtually no control" over the actual position of commercials in a television program.

As for alternative techniques of presenting commercials, Mr. Milne stated that he preferred the British ITV system, "three minutes every fifteen minutes," as he recalled, rather than the Italian "carousel" system in which all of the evening's commercials are presented in a single time period. Mr. Hopkins felt it would be well worth obtaining and assessing whatever information is available about alternative systems.

ASSOCIATION OF CANADIAN TELEVISION AND RADIO ARTISTS (ACTRA)

Donald R. Parrish, President
Jack Gray, Second Vice President
Paul Siren, General Secretary
Lorraine Thompson, Treasurer

Mr. Gray, Chairman of the Writers' Council, made the main presentation. He was pleased, he said, with CBC's plan to revitalize drama. He noted the various contending--often contradictory--pressures the Corporation must deal with in developing its policies. "The big question," said Mr. Gray, "is whether or not the Corporation can do the programming job that it must do if it is to have any real place in Canada in the future; and we have," he noted, "barrelled in on a specific problem in that area, the problem of commercials which, as you know,...we discuss in detail" in the ACTRA brief. "We concentrate on this problem," said Mr. Gray, "not because it is the only problem but because it seems to us to be symptomatic of the whole system of problems that the Corporation finds itself in.... It is also obviously a problem that is capable of adjustment and solution."

"We want to consider a commercial-free public system," Mr. Gray declared, "a broad public mass system...that is innovative and Canadian. And the reason we want to do this is because it is the one real alternate to the mess that we have in North America at the moment. It is," added Mr. Gray, "a possible alternative: it is not pie-in-the-sky, it is not impractical, it might well be very costly."

Commercials were a cause of special concern to ACTRA because they "represent far more than just a way of making money in broadcasting, they represent an attitude" toward broadcasting and toward the public. "We are forever speaking of costs when we consider broadcasting," Mr. Gray said, "always the cost, usually in economic terms, and almost never of benefits," and especially social benefits.

Mr. Gray drew the Commissioners' attention to the fact that ACTRA is an association of 4000 performers, writers, singers, dancers. "Our people," and Mr. Gray stressed this point, "make a lot of money in commercials." After putting the question of ACTRA's position on commercials to its membership, Mr. Gray said, "it pleases me to be able to come and tell you...that my members, my colleagues--as citizens who have a big stake in this business--honestly believe those commercials are doing too much damage to public broadcasting and that we should seek practical ways to relieve the CBC of any obligation to carry commercials at some time in the near future." This position was not a "sudden decision," said Mr. Gray, but one that was carefully considered by the membership of ACTRA.

In practical terms ACTRA had weighed the complexities and costs involved in establishing a commercial-free CBC: the problems of affiliates, the problems of advertisers who want to have access to the system, the problem of talent who "have to adjust their work to take care of this situation." But what makes a compelling case for CBC's withdrawal from commercials is "the public benefit, the social benefit in the long run."

Commissioner Land noted that the ACTRA brief recommended that only 15% of CBC's total schedule in television be devoted to foreign programming and that, in the hours from 7:30 to 10:30 "there ordinarily be no foreign programming allowed. Is it fair to assume," he asked, "that you would disagree with the Corporation that there is a beneficial effect (in) having American programs as lead-ins to Canadian programs?"

Mr. Gray replied that "We don't dispute that if your object is to sell ads and build up an audience in that way there may well be...some benefit in having big American programs, which you buy at very cheap prices." But this, he suggested, was not the Corporation's function.

The idea of removing foreign programming from prime time is a "provocative suggestion," Mr. Gray added. "The effect of that would be to kick all the American entertainment shows out of prime time, and then we would have to provide them, and I know that within a very short time we would get them--good ones that people watched." Right now, according to ACTRA figures, entertainment in prime time on CBC--drama, variety, and serials--is only about 25% Canadian content.

ACTRA recommends, stated Mr. Gray, that Parliament grant funds to CBC in two parts, one for programming, the other for operations. Money needed for operations should be separated out, according to Mr. Gray, so that, with the money provided for programs, "programmers in the Corporation can adequately plan ahead." Mr. Gray stated his conviction however that there should be no separation of "hardware" and "software".

In reply to a question by Commissioner Pearce, Mr. Gray acknowledged that in the long run ACTRA members would probably not be hurt by a CBC withdrawal from commercials "because the commercials that are made will continue to be used, in the Canadian system, in the private broadcasting system."

Mr. Siren noted that only 30% of television commercials are made in Canada and ACTRA believes that "commercials should be produced in Canada, utilizing Canadian talent and designed and conceived as commercials targeted to the Canadian consumer."

The Chairman noted that broadcasters, artists, and performers have enormous powers to influence the public. "Any democratic power," he said, "is usually accompanied by a very careful discipline, and there is a feeling that there is no such discipline in broadcasting, or that discipline is terribly casual." He wondered whether public bodies, "the CRTC and so on," can get "much larger sums invested in the national broadcasting service without the development of...a higher degree of internal professional discipline" in CBC. "I appreciate the point," Mr. Gray replied, and "I think we share the general concern."

Vice-Chairman Boyle asked how Mr. Gray interpreted "the thrust of these interventions." Mr. Gray replied that they proved that "an enormous number of people of all kinds, from all parts of the country...are saying to us, to you and to the CBC and to those of us who have professional responsibilities, they're saying 'that's a bloody good thing up there and would you please make it work...it's good, it's got to be better, it does work, we like it, we want more. And Parliament, would you please give them the money'."

UNION DES ARTISTES

Robert Rivard, President
Gaston Blais, Secrétaire général

Mr. Rivard stated that he wished to present a resumé of the use made of the services of artists on the CBC French network, Radio-Canada. The Union des Artistes has 1700 full members: announcers, singers, actors, and dancers who work in many fields including radio, television, commercials, and in the specialized field of language dubbing.

Like their English-speaking confrères, members of the Union compete with an invasion of programs from foreign countries. In the case of the Union, the main competition comes primarily from France, in two forms: foreign programs dubbed into French, and original productions.

In the autumn schedule for 1973-74, Mr. Rivard contended that CBC placed 12 foreign serials, in French, against 5 original Canadian series (and the replay of one other, purchased from a private company). CBC also placed in its schedule 3 live French dramas, a Czech production, and 42 anthologies produced in France, Italy, Germany, and Great Britain--dubbed into French, when necessary, in France. For the same period, there were 12 dramas produced in French Canada, only 4 of which were written by Canadian authors. Similar figures existed in even more recent analyses of the Radio-Canada schedule, according to Mr. Rivard.

The Union estimates that the Canadian content of dramatic productions comes to less than 35% on the French network. The Canadian public has a right of access to foreign culture, said Mr. Rivard, but the Union would hope that the foreign programming would be limited to a certain percentage and that programs chosen would be of better quality.

Dubbing, even if it is considered a broadcasting by-product, is nonetheless a useful industry for both technicians and artisans. It is, said Mr. Rivard, inadmissible that dubbing enterprises in France exist solely to serve the Canadian market, and that many French artists live off the dubbing industry to the detriment of those who try to make a living from it in Canada.

Efforts have been made by the Union to have foreign feature films, distributed by Quebec cinemas and television, dubbed in Quebec itself. This is the case in almost all other countries of the world: dubbing is done in the purchasing country. The International Federation of Actors accepted this principle some three years ago; only Australia and Canada fail to abide by it or implement it.

In radio broadcasting, the Union said that very little dramatic work is done now by Radio-Canada. In a sample week, there were only 3 drama programs--a total of 3 hours out of 123 hours of programming.

A review of the Radio-Canada schedule indicates that the radio service is distant from the time when it was in the avant garde of dramatic programming, in Mr. Rivard's opinion. He said that now it is full of open-line programs, and recorded music, which do nothing to make known French Canada's poets, authors, or composers.

Speaking to the question of commercial advertising, the Union was reticent to recommend its abolition from CBC since 20% of CBC's entire budget comes from such revenue. The disappearance of this sizable income might, the Union fears, lead to the disappearance of drama, serials, and variety programming. But the Union did wish to make a recommendation on the subject of advertising. The interruption, for commercial purposes, of a dramatic or musical presentation shouldn't be allowed, according to the Union. Rather, advertising should be limited to the beginning and end of such programs.

The Commission was reminded that CBC has, as its primary mission, the development of Canadian culture. It should, therefore, concentrate on using Canadian talent. In Mr. Rivard's opinion, CBC is supporting far too many foreign artists. Canadians should have a place of priority in the Corporation's broadcasting plans. The Union therefore asked the Commission to impose a 70% Canadian content quota on all types of programming so that it applies to music and drama as well as public affairs, sports, etc.

In resumé, the Union wished that:

- .Radio-Canada production be augmented
- .the use of foreign production be limited
- .that dubbing of foreign programs be done in Canada
- .that musical programming and dramatic production be re-established on radio
- .that the broadcast of advertisements be made the subject of a study in order that commercials be better placed and less offensive to the quality of programs and
- .that the Canadian content percentage be applied to all categories of programs on both radio and television.

In questioning by the Chairman, Mr. Rivard remarked that his Union's efforts to secure the right to dub feature films for cinema showing had long range objectives: to provide revenues for film laboratories, studios, and production houses, so that they might be able to try original production themselves. Dubbing, in this context, provides a revenue base.

20 FEBRUARY

ASSOCIATION OF TELEVISION PRODUCERS AND DIRECTORS (TORONTO)

Roy Hazzan, President
Louise Lore, Vice President
Robert Allen, Producer
Vincent Tovell, Producer
Ralph Thomas, Producer
Norman Campbell, Producer

Mr. Hazzan began the intervention by saying that "there is a need for stock-taking and for looking ahead to what we should be doing in television." Therefore, "we talk in our intervention about the programming that the Canadian Broadcasting Corporation must provide in a changing society.... Our first priority--for us as (CBC) producers--is a good program concept. Our second is our ability to implement that concept, and to implement it in such a way that the viewer can relate to it and identify with it."

Mr. Hazzan emphasized that the Association was "not really talking of minority programs as against mass audience programs" because there is a "need for the CBC to remain active in the whole range of programming, to continue to do programs with wide appeal as well as programs with a more specialized or narrower focus."

In general, the Association wanted "more Canadian programming" and was specifically interested in the establishment of "major Canadian programs in the 8:00 to 9:00 period on the English network."

Mr. Hazzan believed that the CBC should make provision for "wider distribution of our programs, whether through additional exposure on cable, through various post-telecast techniques such as sales here and abroad,...the further use of tapes and films or through imaginative repeat scheduling of programs to serve different audiences with the same program...for instance, a late prime time nature program that could be very usefully be repeated in the afternoon for younger audiences."

Additional exposure might also be secured, Mr. Hazzan suggested, "by creating more network and regional air time--possibly through some form of cable allocation for local programming--to free some more time for programs that we feel can and must be usefully done in both regional and network programming."

The Association of Producers and Directors also considered it necessary that the Corporation decide to run "a schedule that would allow program series to build an audience loyalty over a reasonable period of time" so that a series may establish itself.

"Our view of audiences," said Mr. Hazzan, "is that we must program for the viewer as an individual rather than as a faceless consumer, that we must keep the 'numbers game' in perspective, that as a measure of the value or the success of a program the spectrum of an audience is often just as important as the size of that audience."

Mr. Hazzan said that the Association is convinced that the producer must be "at the centre of the decision-making process." He noted that the Toronto producers agreed with Mr. Picard that "we cannot talk about improving programs without talking about the obsolescence gap.... The equipment we have to work with is antiquated and...new facilities are essential if we are going to do the job properly."

The Association also emphasized "the need for a stable base of long-term planning on which to build up talent resources." Speaking of the need to bring into CBC "young and new talent," Mr. Hazzan termed such people "the cultural natural resource of the country.... If we consider," he added, "the millions of dollars spent on national defense, might we not validly ask ourselves if it is not as worthwhile to look on our talent resources as a cultural heritage that is worth defending with just as much vehemence if not just as much cash."

Commissioner Pearce asked whether "a lot of the tapes of shows made by CBC should be available for educational purposes, university purposes, study groups of all sorts?" Mr. Hazzan said that he strongly supported this use of CBC program material.

In reply to questioning by Commissioner Frye, Mr. Hazzan stressed that the two major problems facing CBC producers were lack of facilities and a rigid system of decision-making, but, in his opinion, "the facilities really are the number one problem."

Mr. Campbell described in detail the problems he had encountered in trying to mount a major production with outdated equipment, inadequate facilities and resources scattered all over Toronto. He added that "we are all...looking forward to some form of consolidation. The exact form of it doesn't concern us." What was of concern was that there be a "consolidation of minds--that is, a consolidation of attitudes and feelings that we are all together--and then (a consolidation) of the physical requirements." He looked forward to the possibility "that we might be able to be together at the moment of inception of ideas: that writers, dancers, producers, and top brass are all thrown into the mix together, so that we are able to realize we all have problems and immediately get to work on the solution."

Mr. Tovell remarked that some producers work in day to day journalism while others work on a much longer time scale: "some of us...try to think ten years ahead.... We have this 'prophetic' function...and we believe it has been one of the great strengths of the Canadian system over the thirty, forty years in which we have been in public broadcasting.... We've demonstrated that we can look into the dark ahead, and we can sometimes discern what is going to be important later. Those are rarely popular programs at the beginning. Very rarely." As an example of what he meant, Mr. Tovell noted "the kind of programming the CBC has done in the field of environment, of ecology.... We were," he said, "among the first broadcasting organizations in the world to notice that this was going to emerge as a major, universal, human problem."

Mr. Thomas remarked that "the Canadian public is a very special public with a very special audience in terms of its concerns for public issues and public affairs." As an example of what he meant, Mr. Thomas said that "We got in touch with the executive producer of Sixty Minutes in the United States. First of all, we found that Sixty Minutes is produced for between three and four times as much per week as any program the CBC has ever had of a current affairs nature. Next we found that the (Sixty Minutes) audience was between 15 and 16 million out of a potential audience of over 200 million. Our average on Weekend, at its lowest point last year," Mr. Thomas continued, "was about 1.63 million out of a potential audience of between 15 and 16 million" and, he reminded the Commission, "at the same time there was another huge block of people watching W5 on the other network."

Mr. Thomas went on to say that "a producer from BBC came to see us and he confessed to us that their much applauded programs, 24 Hours and Panorama, in a market of 55 million,...attracted no bigger audiences than (CBC's) Weekend was attracting in all of Canada.... That's important to understand, that people in this country do care about their country and do care about the issues that affect them. And they are fishermen and farmers and business men and workers...not just academics."

Answering Mr. Boyle's question about what attracted and kept producers at CBC, Mr. Allen replied that "the CBC makes it possible to do programming which really can't be done... anywhere else in the world. It made it possible for me to do a series of dramas which reached people who otherwise would not experience that aspect of human existence...It seems to me," he added, "that CBC programming, despite the inclusion of many American diversions, is...not a wasteland. It is in fact one of the most important influences on the community of Canadians."

UKRAINIAN CANADIAN COMMITTEE

Dr. P. A. Kondra, President
Dr. A. Hlynka
Dr. J. Slogan

Dr. Kondra explained that the Ukrainian Canadian Committee is the coordinating body for 34 Canada-wide organizations. He and his colleagues, said Dr. Kondra, are "members of that segment which represents almost a third of Canada's population who do not trace their cultural or linguistic heritage to Britain or France. We would be untrue to ourselves and to Canada," he declared, "if we were to support the present policy of the CBC which almost ignores, and fails to reflect in its programming, the multicultural and multilingual character of Canada." In effect, he maintained, this is a denial of the CBC's services "to this large segment of Canadian citizens and Canadian taxpayers."

The main problem, according to Dr. Kondra, is the CBC's interpretation of its mandate. This interpretation, in Dr. Kondra's analysis, is contrary to government policy.

He noted that the CBC written applications for licence renewal dealt with "balanced service, national unity and regional needs" but contained "no concrete statement which provides assurance that the Corporation intends to serve the needs of the multi-cultural communities in Canada."

In the past few months the Ukrainian Canadian Committee had noticed "some efforts to introduce multicultural programs on CBC television and radio...but the few hit and miss type of ethnic programs are far from adequate," he said.

Dr. Kondra asserted that "although it is almost universally recognized that language is an inseparable part of culture, the CBC has developed an unhealthy dichotomy in...insisting on an unnatural exclusion of language from culture."

CBC has attempted a "retrograde" policy, said Dr. Kondra, by "removing multilingual programs during the takeover of radio station CKSB in St. Boniface and in attempting to cancel (a) Gaelic language program."

Dr. Kondra added that sociological and psychological considerations are more important than legal or technical arguments in considering the exclusion of the "languages of one segment of the Canadian people from radio and television." After quoting from a recent book on cultural pluralism in education, Dr. Kondra characterized current CBC policy as "sociological and psychological repression of those Canadian citizens whose ethno-cultural heritage is not English or French."

Speaking to the issue of the cost of the kind of programming being advocated by the Ukrainian Canadian Committee, Dr. Kondra estimated that "of...21.6 million Canadians, 27% are neither of English nor French origin.... Of the \$270 million annual government grant to the CBC...\$75 million is likely derived from taxes paid by this third group" and, he proposed, this amount "should be utilized to provide...the type of service which we want, and which they need."

In order to establish that multilingual broadcasting is feasible, Dr. Kondra stated that Radio India broadcasts in 15 major languages and 87 dialects and "radio station CFMB in Montreal finds it both technically and economically feasible to broadcast in 19 languages without grants and without subsidy."

The Committee petitioned the CRTC to make the "renewal of CBC television and radio licences...conditional" on fulfilling several policy initiatives and recommendations:

.That Ukrainian-language programming on CKSB St. Boniface continue until a multilingual broadcasting policy has been appropriately determined and that third-language programming be instituted in other parts of Canada "if requested by an ethnocultural community"

.That a pilot project be established, in a suitable location such as Winnipeg, "to determine on a practical basis a formula for third-language radio and television broadcasting"

."That a multicultural and multilingual section be established within the CBC which would be responsible for planning and implementing broadcasting in languages other than English or French"

. "That an appropriate part of the annual CBC budget be assigned to multicultural and multilingual programming

. "That CBC hire senior staff that are conversant with, and responsible to, the needs of Canada's ethnocultural communities."

Replying to a question put by Commissioner Shanski, Dr. Hlynka said that the multilingual "pilot program" proposed for Winnipeg would determine, in an experimental way, "how best to accommodate such programs."

The Chairman asked Dr. Kondra if CBC should be expected to produce multilingual programs "in proportion to the ethnic origin of the various cultural groups in the country." Dr. Kondra replied that there can be no rigid rule about "programming" but CBC "would have to cater to those ethnic groups that requested such programs or such service."

The Chairman stated that there are no restrictions on multilingual broadcasting by a station, "but there are rules...there are regulations.... The rules are that you can, without permission, broadcast up to 15% in languages other than French or English. If you want to broadcast more than 15%...you write a letter, you can then be allowed to broadcast up to 20%. If you want to broadcast more than 20%, which is really changing the nature of the station, ...because 20% usually represents about all that is said on a station, the rest is music,...then you have to make a more formal application and...there may have to be a public hearing." The Chairman remarked that he didn't know of "any case where a station has gone through those simple formalities and been turned down."

Dr. Slogan noted that "we are really not demanding anything further than what your (CRTC) regulations allow, and we don't figure that that in itself is a proscription because it depends on the attitude (of the Commission) and it seems to be very flexible." Dr. Slogan continued that "we feel that there should be a requirement on broadcasting stations and television stations to reflect the demography of the area and that they should have multilingual broadcasting as a condition of their licences."

Turning to the question of how CBC could implement a multilingual policy, the Chairman hypothesized that "CBM in Montreal should broadcast, say 20% in English, because Montreal is roughly 20% or 30% English-speaking, and 70% French and presumably those figures should be adapted in order to make room for a percentage of Italian, German etc....more or less like CFMB. And the same thing on the French station in Montreal."

Dr. Slogan replied that he would make a qualification: that multilingual programming should be demanded by and "should reflect those ethnic groups who exhibit a will to survive."

The Chairman noted that any requirement that there be multilingual broadcasting on CBC, as opposed to the stations of private broadcasters, would have to become a legal obligation on the CBC.

CANADIAN UNION OF PUBLIC EMPLOYEES (CUPE)

Jean-Marc Lefebvre, President
Karl Hilmer
Gene Saunders
Paul Lemieux
David Brody

Mr. Lefebvre stated that his intervention represented the Broadcast Division of the Canadian Union of Public Employees. They had "looked at the overall problem of advertising in broadcasting." They had presented a "detailed study" to CBC management but had received no response "to the main question: why do they want to withdraw from commercial activities and what will be the consequence?"

Nothing had been said in the CBC's opening presentation, according to Mr. Lefebvre, "about the major decision taken recently, and announced publicly by CBC management, to give up commercial activities on radio, starting in September 1974." The CUPE statement went on to say that "we are convinced that a decision has already been taken to withdraw commercials from CBC television, and the date most whispered in the corridors of La Maison du Radio-Canada is 1978. Not before, because broadcasting the Olympics will be costly."

In his presentation, Mr. Lefebvre then noted that the Broadcast Division of the Union represents 4000 people employed by CBC. The Union recognized the importance of this hearing for the future of CBC, he said, particularly its future commercial role. This was a question which, he emphasized, touches not only the existence of CBC but the whole of the Canadian broadcasting system including the private sector. The considered opinion of the Union is that if CBC abandons its commercial activities, all Canadians, including members of the Union, will suffer some loss as taxpayers, as consumers, as users of CBC's services.

Mr. Lemieux read from a magazine article which quoted CBC President Picard as saying that "the public doesn't care" about advertising. He was convinced that CBC and the CRTC were bowing to pressures from the private sector--which has something to gain, he believed, by removing CBC from commercial activity.

The Union saw an eventual disappearance of CBC if it did not compete with the private sector for audience. The intervention went on to say that "without defining its role clearly, current legislation permits the existence of a private sector in Canadian broadcasting. We are convinced, nonetheless, that the CRTC ought to adopt as policy the strengthening and improvement of the national service rather than its erosion. The interplay of external pressures should never militate against CBC."

Mr. Brody said that since the national service "belongs to the people and is created by the people, the least we can ask is that it be popular, which does not mean commonplace or demagogic."

He added that "when the CRTC asks the CBC alone to distinguish itself from the private stations, for example by suggesting it abandon its commercial activity on radio, it is leading the national service to paralysis, to extinction. It is acting as if the unit of measurement were the private sector and as if the interests of the latter took precedence over the objectives of the CBC."

Mr. Brody maintained that "we are witnessing today efforts aimed at removing from the CBC its function of safeguarding, enriching and strengthening the economic fabric of Canada, as if this function should become the monopoly of the private sector, whose mandate is not even clearly defined by the Act." Mr. Brody also said that the Act's stipulation that CBC should "provide for a continuing expression of Canadian identity...includes, to a great extent and among other things, a North American mercantile environment...an environment which is evidenced above all by advertising."

Mr. Lemieux indicated there would be several negative results from CBC's withdrawal from advertising:

.the disappearance of commercial revenues would make CBC more costly to the taxpayer and would result in higher commercial rates on the private stations. These costs would be passed on to the consumer

.the existing quality of broadcast advertising would decrease because "contrary to the private sector," CBC has rigorous commercial acceptance standards for its advertising. These have a beneficial effect on the advertising of the private sector.

Mr. Saunders then presented the Union's conclusions and recommendations which, among other items, called for the CRTC to:

1. actively recognize the primacy of the CBC in the Canadian broadcasting system
2. recognize the need to define the role of the private sector with regard to "a comparison between the productions of the private stations and the commitments they undertook when applying for their licences"
3. enable "all interested individuals and groups to examine broadcast advertising and establish standards for the entire broadcasting system"
4. "recognize, in the public interest, once and for all, that commercial activity on radio and television is unquestionably an integral part of the CBC mandate."

During questioning Mr. Lefebvre complained about what he portrayed as CBC's low audience ratings in radio and said that these were due, in part, to inferior program promotion by CBC.

The Chairman pointed out that, in their presentation, the CUPE representatives had made a number of unsubstantiated allegations about CRTC, and that these were now a matter of public record. The Chairman wondered what the basis was for CUPE's contention that the Commission pays no attention to requirements or regulations regarding private broadcasters. In response Mr. Lemieux asked if the CRTC held public hearings devoted particularly to the private broadcasting sector as such and not just individual stations or networks. The Chairman replied that hearings similar to the CBC hearing had been held with CTV and TVA, "hearings at the time of their licence renewals exactly the same as the present hearing on CBC licence renewal." The private sector per se, the Chairman noted, is not a licensed entity.

ASSOCIATION PROFESSIONNELLE DES JOURNALISTES DE L'OUTAOUAIS

Jean Francois Cloutier
Gilles Liboiran

Mr. Cloutier told the Commission that he wished to present a resumé of the Association's brief in order to leave time for questions. The brief concerned itself, said Mr. Cloutier, with the deterioration in the quality of information in the public affairs programs presented on CBOFT Ottawa. The word "deterioration" was being used specifically to refer to the almost chronic lack of personnel since 1972 and to the lack of adequate reference or documentation services for the station's journalists.

There was, according to Mr. Cloutier, an abnormal turnover of personnel at the station. Very often there was poor training and a lack of criteria in the choice and salaries of personnel. At present, there were too few journalists trying to create daily programs under considerable pressure without solid information support services. The result was a lack of adequate French-language public affairs programs in, and about, the Ottawa area.

In questioning, Mr. Cloutier indicated that the program Sur le Vif was especially weakened. There had been adequate documentation services in the past--and numerous useful contacts with the public. Both of these resources had diminished in recent years, he said.

Mr. Liboiran believed that the lack of research staff and services for public affairs personnel was critical. This was particularly true when Montreal's equivalent services were compared. "In my opinion," he said, public affairs "programs of equal lengths require the same amount of work, whether the subject is national, local, provincial, or quite regional, because there is, no matter what, a certain amount of research to do. That requires documentation and files--and these are virtually nonexistent."

The Chairman noted that he was familiar with the overall quality of the work done by CBOFT public affairs but was occasionally aware of political biases in the treatment of some subjects. He asked what sort of ethical standards the journalists used to control bias. Mr. Liboiran believed that a form of self-censorship usually operated effectively to minimize biased programming.

Mr. Thérien asked whether CBOFT journalists were called on to contribute to national programs of the French network. Mr. Liboiran said that this hardly ever happened. Newspaper journalists were sometimes asked to participate in CBOFT public affairs programs.

Mr. Liboiran also said that regional reporters were not necessarily used by the national service, even to cover a story that was strictly regional.

COMMITTEE ON TELEVISION (TORONTO)

Patricia Murphy
Morris Wolfe
Mary Jane Miller
Douglas Knight
Patrick Watson
Allan King
Abe Rotstein
Robert Fulford
Kirwan Cox
Stan Fox
Suzanne DePoe
Carla Wolfe

The presentation was made by Dr. Rotstein who remarked that the Committee's brief was entitled Saving the CBC. "We are all," he said, "total and unambiguous supporters of public broadcasting in this country." At issue were not the goals or mandate of the Corporation "but their execution." The committee was "deeply concerned" about the following aspects of CBC's current operations and services:

. "that public affairs programming has declined during the last several years to the point where it has become," in the committee's view, "irrelevant to the country"

. that CBC drama has similarly declined and has reached what the committee termed "a new level of inconsequence."

The regions of Canada, according to the Committee, had been "seriously ignored on the CBC" and this had led to "an unbalanced picture of Canadian life."

Despite the great progress made by the film industry in Canada in recent years, "almost none of this has been reflected on the CBC."

Similarly, the arts had enjoyed a renaissance in recent years and CBC, the Committee alleged, had "reflected little or none of this."

Perhaps the Committee's most important criticism, according to Dr. Rotstein, was that "the role of the producer as a creative individual has been seriously undermined within the CBC."

Dr. Rotstein went on to say that the committee's brief spoke in detail to the questions of "balanced programming, commercialism, Americanization, and the bicultural obligations of the CBC." He asserted that the question of "high brow versus low brow programming" was not at issue: "all constituencies in the country are being badly served and ought to be served better"; the CBC, by its own admission, was "gravely deficient in...light entertainment." Dr. Rotstein went on to stress that the Committee disavowed entirely "the notion of a minority network," like PBS, with tiny ratings.

Dr. Rotstein said that he took particular exception to Vice-President Sinclair's use of the "locomotive theory" to explain why, between 8:00 and 9:00 pm, "we have exclusive American content"; it was there, it seemed, "so that Canadians might be seduced into watching the Canadian program which followed." He described the CBC as reflecting on a "Golden Age yesterday," promising a "Golden Age tomorrow" but never "Golden Age today."

According to Dr. Rotstein, "the only concrete progress the CBC has made in the past decade is the increase in Canadian content--and that resulted not from well-intentioned and contrite promises but (from) a clear regulation on Canadian content," and, unless some new regulations are proposed by the Commission, he added, "the CBC will continue to flounder."

Concentrating on the alleged "deterioration" of CBC, the Committee defined programming as its first--and principal--concern. The Committee focussed on "a representative viewing week from November 12 to November 16 (1973), for research purposes, noting both what was shown and what was absent."

The Committee observed that there was no longer a Sunday public affairs program, no regular documentary program, no programs doing investigative reporting, and a lack of regional presentations. While the Committee welcomed the new drama series The Play's the Thing, Committee members noted "the absence on the CBC of our new playwrights and the absence of regional theatres."

On what Dr. Rotstein called the "question of Americanization," the Committee found that most of the 30% non-Canadian programming in the CBC schedule "is American and a great deal of it is shown in prime time."

Some CBC commercials were described by the Committee as tasteless, intrusive into programming, and sexist. "There is," according to the Committee, "little programming for viewing (by) the elderly" and "in our view, there is more programming needed for older children."

The Committee specified two primary causes for CBC's "poor programming": timidity, and failure to keep in touch with the creative roots of this country. As a footnote Dr. Rotstein noted "the failure of the CBC to preserve...past program material.... If the CBC is incapable of establishing adequate archives," he said, "such material should be put in the hands of those who can."

He mentioned in passing that the Corporation required "unrealistically high standards...in the technical segment of CBC." This led to a rigid, "impractical and expensive" technical structure which refused to experiment with half-inch videotape, among other innovations. Moreover, "there is an urge in the technical establishment to self-sufficiency against the use of outside services."

Dr. Rotstein remarked that the CBC presentation to the Commission had neither proposed nor defined any plan to "meet the challenge of cable."

As a consequence of its investigations, the Committee on Television recommended that the CRTC "annex to the CBC's English-language network television licence" a requirement that the CBC produce within the next year a plan for":

- .a revision of its commercial policy in a way that will make CBC master rather than servant of the advertising it carries and the establishment of higher standards of truthfulness, decency, and honesty in all commercials

- .re-organizing its program schedule so that fewer and better programs will be produced and shown more often, both on television and through other outlets

- .a plan to encourage regional production, this plan to be public and to involve a definite budget.

The Committee further recommended that the CBC licence require "a weekly program of two hours at a good time devoted to showing Canadian films"--features and shorts--traditional and experimental, English and French.

There should also be a requirement, in the Committee's view, "that CBC begin...a substantial weekly program on the English-language network dealing with Quebec's society, politics and culture."

The most contentious proposal of the Committee was a "requirement that the CBC produce within the next year a plan for (its own) reorganization into two parts: a service establishment, and a program corporation along with a timetable for implementation of this plan." Dr. Rotstein emphasized that this was "a serious proposal." It would, he said, strengthen the CBC. "It is intended...to free the Corporation to do what it is intended to do--to produce programs and not get caught in the snare of a superfluous bureaucracy...and the urgent problems of the technical facilities." According to the Committee on Television, "there are precedents...inside and outside of the television industry for the separation of...transmission capacities." In Dr. Rotstein's opinion, "it is essential that the transmission authorities have no more say in the content of programs than the Bell Telephone does over phone calls."

The disposition of production facilities was, said Dr. Rotstein, admittedly more difficult "and obviously requires a great deal of study." He suggested "that ITV in England forms a striking parallel to the proposal that we are suggesting."

In questioning, Mr. Watson said that the CBC had apparently concluded that "there is no longer any need for investigative reporting" in public affairs programs. He termed this "a piece of sophistry" based on unsound premises. "The CBC," he continued, "is the one national instrument that we have that can regularly bring forward tough-minded, courageous investigation of the national life."

Commissioner Frye asked how the Committee's proposed separation of technical facilities, or hardware, from program production, or software, would help CBC's creative endeavours. Mr. Fulford replied that the reason for the recommendation was "to provide for the CBC a fresh start, a new beginning and a new way of approaching its mandate.... As it happens now, the CBC comes before us as an owner of a great deal of real estate and hardware and also as a programmer--and there is an enormous confusion between the two. If the CBC could come before us basically as a programmer, and talk about that, and then come before Parliament and talk about that, then I believe we would deal with a more coherent position."

The Chairman stated that he believed the problem of hardware utilization and administration "can be solved inside an organization...so obviously, I don't agree with your proposal" for the separation of hardware and software. The use of external facilities works, he said, "when a producer is dealing with an outside commercial firm because that outside commercial firm is in a competitive situation, it badly needs the business. In order to survive, it has to be terribly humble in relation to its customer, the producer." But, he suggested, "if you are dealing with another government organization (as the Committee suggested) it is not going to be humble."

Dr. Rotstein suggested that the scheme of separating hardware from software in the Corporation had been proposed in order that "a proper study be done...(and) we would welcome any other basic ideas...which would perhaps do the job more simply."

The Chairman observed that the ITV system in Britain--referred to as a possible model by the Committee--"has total authority as to what goes on its transmitters.... It...contracts with producers, it chooses the producers and then drops them when it doesn't like them anymore.... So I suggest that it is, in the long run, a scheme that a group like yours should study very, very carefully before perhaps expounding it in a definite way."

After discussion of CBC's budget, Mr. Watson put forward what he termed a "minority view...that the CBC has suffered very badly from insufficient funding." The Committee's proposal that there be fewer and better programs along with scheduled repeats "is not," in Mr. Watson's words, "a bad idea. But it wouldn't save enough money to have a radical effect on the Corporation."

Asked by Mr. Boyle to comment on the general thrust of the hearing, Dr. Rotstein said that he thought that many of the interventions and briefs "indicate a sense of activism, a sense of concern, which is general in many different areas of the country and you are simply seeing the part of it that affects television...I suspect," he added, "that it will be a long time before we have a better way of talking nationally about the very basic problems of the CBC."

COMMITTEE FOR ORIGINAL PEOPLES ENTITLEMENT
INDIAN BROTHERHOOD OF THE NORTHWEST TERRITORIES
METIS AND NON-STATUS ASSOCIATION OF THE NORTHWEST TERRITORIES
INUIT TAPIRISAT OF CANADA

Hon. Wally Firth, M.P.
Sam Raddi
James Arvaluk

Mr. Arvaluk opened the presentation by saying that it was difficult "to comment on improving the quality of broadcast services" when many places in the North "still have absolutely no broadcasting service at all." The CBC presentation did not reassure him that broadcasting to the North was a CBC priority. "We want," he said, "more specific commitments by the CBC that there will be more programs about the North, made by Northerners, in a language they can understand." CBC, he said, must improve northern service and "must now provide specific plans of how it intends to consult with us and assure us that money will be available to implement these plans. We don't want poor-mouthing, we want information about...what northern settlements, without any service at all, can expect over the next three to five years."

Mr. Raddi brought to the Commission's attention the fact that most people in the Northwest Territories have very little education and cannot understand some of the academic vocabulary used on CBC radio so, he said, "we need more local CBC announcers in the Northwest Territories." He added that the people he represented "would like to have television, and they would like more northern programs on television and on radio." As it is, in places like Sachs Harbour and Holman Island people frequently can't get CBC on short wave, although they receive Fairbanks, Alaska, Dallas, Texas, and Russian broadcasts.

Mr. Arvaluk said that "we don't want any experiments on radio or television in the North. We simply want communication that could be used in the local level and...to inform us.... It is not entertainment we want...our interest is...information passed from settlement to settlement--or else in a settlement itself."

Mr. Firth noted that a conference on communications and the Anik satellite had been held in Yellowknife a few years ago. "At that time," he said, "we were led to believe that we would be receiving better two-way communications via radio, some people would be receiving television service and so on. Unfortunately, this has not worked out quite as we expected."

In those places that did receive television, the southern orientation and context of the programming was sometimes bizarre, "because if you were a northerner, especially a young person, watching television...I'm sure you would think, and perhaps with good reason,...that the white culture is very sick. We have programs about killing all over, police chasing each other around, any amount of that kind of programming. One wonders what kind of an impression that would leave on people who have...to guess what life is like in the South."

Because "there are many opportunities for good programs that can easily come out of the North," Mr. Firth believed that "there should be TV production facilities in the North." An example of "missed opportunities" for programming came up during the land claim hearings in the Northwest Territories: "Judge Morrow was travelling from settlement to settlement, or village to village, talking to people who had actually signed the Treaties...these people remember negotiating the Treaties and nobody took any films of that. This," said Mr. Firth, "is very sad." In the North "history is still alive" and there are many program opportunities. Furthermore, Mr. Firth believed that "there is a responsibility on the part of the broadcasting industry to educate the people of the South about the North."

Mr. Firth added that, in his opinion, "the top management of the CBC Northern Service should live in the Northwest Territories."

He mentioned that television programs were (for technical reasons) repeated during each day. "You watch programs in the early part of the evening and later that night you see the very same program."

Mr. Firth recommended that "some survey should be made or some study made...to see what the effects are of television on people" who have lived in the North without television.

Mr. Firth then turned his attention to radio. CBC Northern Service uses short-wave radio but, he said, very few people in the North own short-wave receivers. Radio is critically important in the North. Reading from a Fort Franklin resident's letter, he said that radio can bring a community together. It has "informed people of news happening around the world. It could help a lot if only we had a radio station. It could be good for education, for emergencies and to pass local news to all people, enjoyment, and some Slavy language to get people to join in doing things--and radio for young and old."

Radio service, Mr. Firth emphasized, "is very, very important to the people of the North and it fits in very, very well with the culture of the Inuit and Indian people because we have an oral culture."

While CBC Northern Service had made some effort to employ Northerners, Mr. Firth said that very few stayed on staff for very long. "Perhaps," he added, "some policy should be drawn up to try to change that."

Zeroing in on the Yellowknife station, Mr. Firth wanted to know why CBC Yellowknife is called "the Mackenzie Network when the two reporters...at the Yellowknife station ...are not allowed to travel. The only time...they get to travel," he added, "is when they get a free ride on the airplane that belongs to the Commissioner of the Northwest Territories."

Mr. Firth found it ironic that so many people had been complaining during the day about the CBC services they have: "We are sort of complaining about what we don't have."

Commissioner Pearce opened questioning by asking Mr. Firth the size of his constituency. Mr. Firth replied that the population was 39,000 people, the land area, 1,350,000 square miles. Questioned about communication costs, Mr. Firth said that they came to approximately a dollar a mile to fly and a dollar a minute to telephone.

Mr. Arvaluk believed that most communities are interested in having a local radio station, "then they would have the relay"--radio-telephone to receive relays from other communities. He stressed that local announcers and producers should be used in local radio "so they will be...understood by the community."

Mr. Firth noted that "there are LPRTs, or Low Power Relay Transmitters, in a few of the communities and the communities would like to take advantage of those transmitters and cut in with local programming (and) at some time switch back to...CBC programming." According to Mr. Firth, there was no CBC policy to deal with this proposal.

In television, he added that there seemed to be no clear-cut policy on priorities assigned to serving specific communities. Smaller communities sometimes received service before larger ones.

Commissioner Gower asked "how many languages are used in the North? If you have a transmitter, would it be heard, does everybody understand the same language?" Mr. Firth answered that "in the Great Slave Lake area, we have Chippewyan, Dogrib, Slavy, English, and French.... In the...Mackenzie Delta, we have the Inuit language, Loucheux, English, and French.... In the Eastern Arctic it would be mostly...the dialects of the Inuit and English and French.... Only 5% of the people have French as their first language but most," he was sure, "would also speak or understand English very well."

The Chairman noted at the close of the intervention that a great deal had been done on completing plans for radio and television broadcasting in the North, and he urged that an informal meeting be held with CRTC staff before the intervenors left Ottawa.

COUNCIL OF CANADIAN FILMMAKERS/SOCIETY OF FILMMAKERS

Peter Pearson, Chairman
Robin Spry
Marlin Defalco
Sandra Gathercole
Agi Ibranyi-Kiss
Budge Crawley
Don Shebib
Richard Suterman
Bill Fruet
Kirwan Cox
Peter Bryant
Marie Waisberg
Ken Post

Mr. Pearson stated that the intervenors represented "the majority of the private film community in English Canada." All were free-lancers: actors, writers, cameramen, directors, technicians, and they were affiliated with eight or nine unions or professional guilds.

He began his intervention with what he described as "a spectacular recommendation": that the CBC English-language network increase its content of Canadian movies 1000% over the next five years. That 1000% increase, he said, "will...give Canadian films a 1% share of the market on the English network." Mr. Pearson went on to say that the CBC television outlet in Toronto, CBLT, had broadcast some 2000 films since 1967-68, when the Canadian Film Development Corporation had been established. "Of those 2000 films that they have aired on CBLT, only two of those films have been Canadian." So a 1000% increase in CBC broadcasts of Canadian films, according to Mr. Pearson, would mean 40 Canadian films would be shown over the next five years. "We could even project to 1984," he suggested, "and have a 10,000% increase. That...would allow us 400 films over five years. We don't think that 1% Canadian content--or 10% Canadian content...is an immodest request."

During questioning, Mr. Pearson said that "there are several ways the CBC could work with the feature film industry. They could participate by buying up the rights after the pictures are made," or they could participate as most networks do--both in the United States and Europe--with some kind of financing up front...either participatory financing in terms of equipment or in terms of crews, and take an equity position in the picture." All sorts of patterns are both available and well-known, according to Mr. Pearson, but "the fact of the matter is the CBC is just not interested in any feature film."

Mr. Cox stated that "the CBC people don't have the desire or the will to show Canadian feature films. There are a couple of men (there) who don't believe in Canadian talent, they don't believe that Canadian feature films are any good...and also, of course, they can go to MGM and buy up a block of 500 (films) for a relatively minor price per film." Mr. Cox added that feature film "is where a lot of creative expression in this country is now being directed.... But if you take the reaction of the CBC to that, they seem to believe it hasn't happened--they don't want it to happen, it seems, from the way they have reacted."

The Global network had bought a substantial number of Canadian feature films, some from Quebec, which were being dubbed. The CTV network too had purchased 14 Canadian films including Wedding in White, according to Mr. Cox. But the CBC has got "five on the line for the future. The Canadian Film Development Corporation, in the past five years, has helped to finance one hundred and one feature films...that doesn't include films like Mon Oncle Antoine, which was not...financed by CFDC. Of that one hundred and one, maybe three have been bought, maybe four including The Rowdyman." In Mr. Cox's words, "they don't believe in us."

Mr. Pearson added that "we are not really here to grind our personal axes but as a collective group.... We really wanted to tell the Commission that we are at a point where we have done all the private negotiation, we have talked to all of the right people, and we have found that we are up against a totally immovable force."

Mr. Crawley said that the main problem was money--financing for films. "Until we make pictures which the rest of the world will want to buy," he believed, "we are going to go nowhere." He thought CBC could "back production, but it is a gambling business...the CBC could very well get closer together with private industry--we could clean up some of the inefficiencies of the CFDC."

The Chairman interjected that film is a most remarkable myriad of artistic, cultural, social, and political productions. "It is one of the areas in which Canadians can be most proud--whether the films sell or not--and," he added, "I think it is scandalous that no more room has been made on the English network of the CBC than has been made...it shouldn't take any salesmanship to get The Rowdyman on the English network of the CBC. I'm glad it's there--but it shouldn't take any salesmanship to put it there."

Mr. Fruet made the point that he had seen a "fantastic response" to Going Down the Road while he was touring the country. And "the point I want to make," he stressed, "is that all of these people, practically, saw the picture over television. So it is very vital to us as filmmakers that we get this exposure to establish our industry."

Miss Gathercole described what she considered to be a major Canadian cultural problem: "we have got to understand in this country that we have been imprinted on a foreign model. Canadians are not interested in their own people because they don't know their own people. They are not interested in their films because they don't know their own films.... I think," she said, "that CBC's intransigence...to really reflect what is happening in films across the country, is just propagating a system where 'Canadian' is regarded as inferior."

Miss Gathercole added that Slipstream won the Canadian Film Awards this year as the Best Film. "CBC was approached to...bid with CTV and Global, and refused to even put any bid on that film. And CTV and Global fought it out." CBC was not "interested enough to even bid on the best Canadian film of the year...they just weren't interested. Period."

The Chairman asked if the filmmakers brought to CBC's attention "the fact that the policy of the French network seems to be different...do you discuss with the CBC why, on two networks, there are such different policies? Because it is either policy or it isn't policy. If it is policy, then why isn't it the same?"

Mr. Cox said that "it would seem that in French Canada the people who are programming, and involved in Radio-Canada, believe in the culture of Quebec. And it would seem that the people in English Canada...in CBC,...basically believe it is inferior."

Mr. Spry finished the intervention by observing that "there was no audience for Quebec feature films...ten years ago. Then the Film Board and the CBC began to run films on Radio-Canada and soon after that the Quebec feature film industry blossomed, and continues to exist. You can actually make money with a feature film in Quebec. In other words," Mr. Spry was convinced that "the Radio-Canada situation in Quebec helped to create an audience for feature films. I think," he said, "that CBC has the responsibility to do something similar" in English Canada.

21 FEBRUARY

THE BRITISH COLUMBIA COMMITTEE ON THE CBC

Tom Shandell
Vianne Lyman
Wendy O'Flaherty
Marianne West
Robert Harlow

The B.C. Committee on the CBC was described by Mr. Shandell as "an ad hoc group...united in belief in the principles of public broadcasting." In late December 1973 the committee had mailed 163 letters to the editors of daily and weekly newspapers throughout British Columbia, the Northwest Territories, and the Yukon. The letter notified readers that the CRTC would hold hearings on the licence renewal application of the CBC in mid-February. The letter asked: "are your readers satisfied with the CBC?" The letter went on to suggest that the CBC "is clearly modelling itself on American practices, programming...whatever the advertisers will buy. It is selling our air time on our network to companies so that they in turn can sell their wares to us," and asked if "we need a publicly financed network to subsidize the sale of toothpaste." The letter proposed that Canada's public network should provide something unique: "programs by and for Canadians reflecting our standards of behaviour and morality, in order to foster and encourage our very survival as an independent country. If we are paying for public broadcasting--and we are--let's demand public broadcasting. Let's get rid of commercials on the CBC." The letter solicited replies and notified readers that the B.C. Committee on the CBC would attend the CBC licence renewal hearings in Ottawa.

The Committee received 350 replies, 297 of them in time to analyze for preparation of the Committee's brief. Miss Lyman noted that the Committee's letter "contained statements which were negatively phrased with regard to commercialization and American programming, and positively phrased with regard to Canadian content." These she described as "trigger statements."

An analysis of the replies indicates, she said, that "commercials are...the single most widely disliked feature of CBC content. In fact, responses complaining about commercial advertisement outweigh all other negative responses combined" and, she remarked, "negative responses predominate in the replying letters." In total, said Miss Lyman, "87% of the letters mention commercials; 3% favourably and 84% unfavourably." Mr. Shandell commented that "the CBC's commercial policy is the key log in a log jam. Once it is removed, many important aspects of public broadcasting will be free to develop." Consequently, "the B.C. Committee on the CBC recommends that the Commission attach the following condition to the Corporation's licence renewal: that the CBC should phase out of commercial advertising."

Miss Lyman then turned to "the second category of responses...Canadianism, that is, the perceived low level of Canadian content in CBC programming." One reply, typical of the concern of many respondents, was quoted: "We would like to see more Canadian content. After all, if the CBC doesn't provide us with Canadian programs and Canadian viewpoints, why bother having a CBC?"

Miss Lyman said that 26% of the replies mentioned Canadian content in CBC programming: 24% favoured more Canadian content, and 2% were satisfied with the present level of Canadian content. Mr. Shandell therefore recommended "that the Commission attach the following condition to the CBC licence renewal: that the CBC present a schedule for progressively increasing the amount of Canadian production and that this schedule should move steadily and quickly toward self-sufficiency in programming, and should be based on the premise that it is reflecting our total culture."

Mr. Shandell added that it was not the Committee's position that the CBC should program only Canadian content but that "whatever foreign programs are brought in are brought in on merit" rather than to fulfill "certain kinds of obligations."

Miss Lyman introduced, as the next category of concern to the Committee, "reception or extension of service." According to one letter from Terrace, B.C., "British Columbians are contributing the highest tax levy to our Canadian Treasury but, when it comes to servicing the audience, we rank eighth behind New Brunswick and Nova Scotia in terms of dollar-per-dollar expansion and upgrading of facilities." Miss Lyman stated that "13% of the letters referred to reception, 12% in terms of inadequate or non-existent service; 1% felt service was satisfactory." Mr. Shandell therefore recommended "that the Commission attach the following condition on the CBC's licence renewal: (that) the CBC give increased budget priority to the extension of service in British Columbia and other provinces. We further recommend that service be developed so that single-station areas be provided with a balanced mix of CBC and commercial network programming."

A number of letters contained what Miss Lyman described as "untriggered responses." They reflected a number of public concerns among which were "licence fees, rescheduling, and PBS Seattle," an American public broadcasting outlet. "Specifically," she said, "9% indicated a willingness to pay a licence fee, additional taxes--including a sales tax on receivers--or to have hours of transmission reduced. Seven per cent called for rescheduling of certain programs, or types of programs and 5%...mentioned...superior program content of public broadcasting service from Seattle."

Miss Lyman added that "the issue of regionalism was not included in the Committee's letter and was not treated statistically. It is, however, a central concern of the Committee and a concern implied and mentioned in the public responses." She quoted from one letter that warned, "you will not accomplish your goals unless the power of the Toronto-Ottawa-Montreal Mafia, which dominates the CBC, is broken and the CBC transformed into a people's network that is controlled by, and operated in the interest of," the various groups living in the various regions of Canada. Mr. Shandell believed it appropriate, therefore, to "recommend that the Commission attach the following conditions on the CBC licence renewal: that the CBC thoroughly and properly decentralize budgeting and programming and undertake production of extensive programming from the regions for network viewing and to allow ample time in all parts of the broadcast schedule for significant local broadcasting."

Miss O'Flaherty then spoke to the CBC's official presentation to the Commission, made at the opening of the hearing on 18 February. She said that the CBC had recognized "an increasing demand for more local and regional programming but," she added, "the CBC describes this demand as a "search for regional identity." Miss O'Flaherty recalled that Mr. Picard had said that "you don't find the homogeneity of French culture in the English culture." Her reaction was to "deplore this attitude that Toronto is English Canada and that everywhere else is somehow invalid--because that's what the CBC is really saying, and it is this attitude to the regions, reflected in policy, that really discourages decentralizing programming." Miss O'Flaherty continued: "if the CBC is allowed" to act as though there is "nothing in the regions that can contribute to the national broadcasting system, then (it) will seriously threaten...national unity.... We can't achieve national unity," she said, "by pretending that Ontario is English Canada, and we can't achieve national unity by letting Toronto-based people pretend that they are English Canada and they can represent and they can describe those of us who don't live in Central Canada." We must "have regional programming," she added, "throughout the public system.... We must have the budget in the regions, and we must have the authority in the regions to produce...regional and locally-made--or regionally made--national programming." The CBC statement, she felt, lacked any determination to change significantly the quality or quantity of local and regional production.

The Committee urged the Commission "to require the CBC to respect its mandate concerning local and regional programming as well as...national unity." Mr. Harlow suggested that if the CBC statement on mass audiences and imported programs meant that "the way to keep Canadians watching our public network is to play American programs," in his opinion, the CBC was extraneous, and "we don't need it. In fact the CBC does not have to compete, it has...over the years, made the decision to engage in competition when...it need only do what it knows how to do very well--put on fine programs of all kinds. If there is resistance in CBC top management," he continued, "to breaking North American viewing patterns, if there is a shyness about them looking different from the norm fostered by American television executives, then let them remember that those American executives are working from original thinking about their own country." The CBC's business is, similarly, to think about people originally, and to use the results for its programming.

He added that "the argument that we have no sure and certain culture is a dead issue now. Our own originality, however, does not come to us easily--pre-packaged and fully developed as others do from foreign countries in program form. It is definable through, and extractable from, our own prime resources in the crafts, the sciences, the arts, sports, government, everywhere."

Mr. Harlow went on to say that our broadcast programming should not have "unnatural" or "foreign" program patterns imposed on it. "In fact, it can't be done," he continued. "The CBC has proved this. Shallow imitations of foreign TV programming have filled it, and it has increasingly in the past fifteen years concentrated on what has become, for Canadians, non-programming:...unfocussed news broadcasts, neutered public affairs, well-scrubbed wilderness travelogues, derivative interview shows."

Mr. Harlow thought the CBC could be described as a "slave continentalist network. Were the CBC to put on original TV programs," modelled on what is here in Canada rather than what is thought not to be here, as at present, the spurious problem of needing to compete would, he suggested, "disappear. Uniqueness...does not long compete; only imitations forever do that."

Mr. Shandell returned to the problem of CBC commercialism and noted that "by far the largest advertising agencies in Canada are American...and," he continued, television "commercials have an infinitely more visceral, and thus profound, impact on the audience than the programs they interrupt. Certainly for children.... They transport huge amounts of practical information along with something like social value overtones. But what are they saying? Don't you think," he asked, "that many Canadians get the impression that, heck, they're no different than we are, or worse, that we are them?" In his opinion, "commercials are not only significant program content, they are American program content."

The Committee then introduced a filmed interview with Mr. Charles Bowman, a member of the 1929 Royal Commission on Broadcasting. On film, Mr. Bowman explained that "the Royal Commission...was really inspired by the fact that...we were going to become dependent, absolutely, on broadcasting from the United States...we started agitation, saying we had to have our own broadcasting." A Canadian broadcasting service "would give us an alternative to American broadcasting and, to that extent, it would save us from becoming indoctrinated with...United States views. We didn't want it British, we wanted it Canadian."

Following the film presentation Mr. Juneau returned to the Committee's primary concern--commercialism on CBC--and asked what he termed an obvious question: "what about the money? Mr. Picard says maybe \$80 million" would be the cost of phasing out commercials. Mr. Shandell replied: "What about it?...If there is resolve in the country to have public broadcasting--I think there is a resolve--then the money will be found."

Miss O'Flaherty added that she didn't "mean to say that the financial argument" against removing CBC commercials "is unimportant...but we really felt...that the other arguments which we have made about the CBC mandate, and about the very scary effects of commercials, that those arguments have priority over the financial problem, or, say, staff problems or reorganizational problems."

Mr. Shandell called the CBC "the only champion of our language...the only defence of our voice. Constantly, by radio, television, everything, we are completely inundated--and I'm sure everybody here realizes that. But we've got to take a stand, I...don't think we have much time."

The Chairman said that he would "like to hear your positive views on what non-Canadian content should be." Mr. Shandell replied that he would like to "see programs from all over...from Britain, from Europe. But we mustn't forget Asia. We still think too Atlanticly...in this country. We have a whole Pacific horizon at our door."

Miss O'Flaherty said she had "difficulty seeing a single CBC...service...the CBC should," she believed, "be devising two or three...program services or packages, and destining them to...different types of situations.... If it's servicing one station in a remote area, perhaps there could be a package there that would include a higher percentage of foreign content, because that serves the needs of the area."

The Chairman noted that this suggestion was closely related to further extension of "second service" in the Canadian broadcasting system. Such extension of the private system might help, he suggested, in solving some of these problems.

WOMEN FOR POLITICAL ACTION

Helen Lafontaine
Leslie Lewis
Moiria Armour
Barbara O'Kelly

Mrs. Lafontaine explained that the intervenors represented two womens' organizations in Toronto, the Ontario Committee on the Status of Women and Women for Political Action, both of which belonged to an umbrella organization of some 60 groups: the National Action Committee on the Status of Women, representing two million Canadian women.

Quoting from a report tabled in the United Nations in January 1974, Mrs. Lafontaine said: "if women are portrayed by the media as children or sex symbols, that is the type of self-image they will form." The Canadian contribution to the U.N. report said, in part, "women are hardly ever associated with intelligence, sincerity, culture, originality, or talent. Instead they are depicted as being young, elegant, and beautiful and obsessed by the desire to please their masculine hero-figures."

The intervenors' decision to make their presentation "arose from a long-standing and steadily increasing sense of outrage as each day we were assaulted and insulted by what we saw on television." Moreover, television, according to Mrs. Lafontaine, was conditioning "our daughters and sons to accept the age-old view of women as second-class citizens."

"The CBC," she said, "must now realize that women's status in Canada and throughout the world is in a state of transition."

According to Mrs. Lafontaine, the CBC had failed to react positively to the Report of the Royal Commission on the Status of Women, which made specific recommendations regarding both the media and the CBC's treatment of female employees. Very few senior positions are filled by women in the Corporation, she said, and this was true at "either creative or administrative levels."

In program content Mrs. Lafontaine described the "lack of female presence...truly appalling. During the long...afternoon hours, which are, after all, the woman's portion of the broadcasting day, 70% of all hosts and featured guests (on television) are male...and...no news or public affairs programs are allowed to disrupt the endless progression of moronic programs.... For four and a half hours each day, or nearly 25 hours each week, or nearly 100 hours each month, or nearly 1200 hours each year, the CBC tells women that they are of so little consequence that interesting and informative television need not be wasted on them. Prime time dramas, variety shows and situation comedies--mostly American--continue the pattern established in the afternoon hours: male actors dominate numerically--67% to 33%--and dominate the action as well."

One of the major motivations for writing their brief, said Mrs. Lafontaine, was CBC news programming: "women rarely appear as either reporters or newsmakers." In their monitoring of CBC's The National news program, "not one woman appeared as either anchor-person or reporter, and the...women featured as newsmakers was a mere 6.5%." Therefore "we are to believe that in 12 (monitored) national news programs, only 6.5% of the world's significant activities were contributed by the female population."

The intervenors had also monitored children's programs and "concluded that CBC either cares little about good children's programming or doesn't understand what constitutes good children's programming." Mrs. Lafontaine said that "we deplore the use of prime time rejects, such as Gilligan's Island, as a source of cheap and readily available" programs for children.

CBC's presentation of the program Sesame Street, according to Mrs. Lafontaine, "transforms children into consumers, and learning, into a product."

Miss Lewis turned to advertising commercials' portrayals of women as "sex-mates, housekeepers and menial workers." She categorized commercials which caricatured women as "pervasive and dangerous weapons which male society has used effectively to keep women in line." In their sampling period, the intervenors found that "70% of the commercials...used a voice-over technique, the voice-over denoting authority in each advertisement; 89% of voice-overs in all product categories were male. This figure," Miss Lewis noted, "dropped to 84% for products used primarily or exclusively by women and children.... Thus, we...note that women are shown 'using' a product while men, who are always older and...wiser, 'tell them how'."

Miss Lewis closed the presentation by drawing the Commission's attention to some of the recommendations of the brief of the Women for Political Action:

.that CBC remove the majority of current afternoon programs and replace them with shows that speak of the issues and realities relevant to Canadian women in the 1970s

.that CBC give priority...to women script writers and that all scripts be examined for sexist bias, to be removed when found

.that CBC "improve the position of women in both production and acting capacities in dramas and situation comedies"

.that the dramatic parts for women in the CBC's projected House of Pride series be totally re-written before production begins

.that women perform the function of anchor-person and reporter in one half of all CBC news programming and "we urge the CBC to establish a Women's Television News Journal, to be staffed by women"

.that CBC "seek out intelligent and articulate women to produce, direct, host, and appear as guests" on, CBC public affairs programs"

.that CBC increase coverage of amateur athletic events and decrease its commitment to the coverage of professional sports. "We also ask that the CBC utilize women to report at sports events" and to read some sportscasts on news programs

.that CBC "implement the relevant recommendations of the Royal Commission on the Status of Women regarding promotion and hiring practices and...equalize...company benefit plans for both female and male employees"

.that CBC revise its present children's programming and "budget allocations be realigned so that Canadian, non-sexist and creative children's programs can be developed."

Miss Lewis went on to say that "if it is not feasible to eliminate all commercials," a committee of women drawn from the various Status of Women organizations should be formed, under the aegis of the CRTC, "to screen all commercials for sexist content...and be empowered to remove offensive material."

In closing, Miss Lewis remarked that "conscience and decency" should have been sufficient to generate reform in the media. "Certainly," she added, "it is time that the CBC and the CRTC recognize that great harm and injustice which is being done to half this country's population." In the case of the Canadian Broadcasting Corporation, "Canadian women subsidize their own degradation by supporting the public network.... Whether by specific intent or not, the CBC discriminates against women."

Questioned by the Commission, Miss Lewis remarked that "we monitored English CBC programming in Toronto" for two and a half months in preparation for the committee's brief. She hoped "that women across the country will write to us for our monitoring sheets.... That way we can find out what exactly is going on in the rest of the country."

Commissioner Pearce remarked that "from my personal experience...these comments don't apply to the French network nor the English radio network," but solely to CBC English television.

Commissioner Frye described as "hair-raising" some of the documentation contained in the brief. He remarked that "the kind of programs you monitored are not stupid because they are sexist, they are sexist because they are stupid." He wished to know if Canadian programs were generally less offensive in their treatment of women. Miss Lewis thought that, at the moment, the CBC is not doing any better job than American programmers. But she added that the best childrens' show is the Canadian production Mr. Dress-up.

Commissioner Gower stated that she thought "that the problem that you document in communication is a reflection of the whole women's problem across the country: cultural conditioning reinforced by the media...I think," she added, "that the empty-headed housewife with petty, anxious, and extremely narrow concerns" is one stereotype that will disappear soon.

THE CONSUMER'S ASSOCIATION OF CANADA

Frances Balls, Director, Policy Research
Ada Wade, Vice-President

Mrs. Wade said that the brief of the Consumers' Association of Canada "urges that the CBC gradually phase out commercial advertising beginning by immediately eliminating advertising on news, information, documentary, and children's programs...and...CAC's position requires that a long-term objective of the CBC should be the elimination of all advertising."

Referring to the CBC's opening statement by President Picard, Mrs. Wade noted that "while it was shown that 12% of the sample (surveyed in a public opinion poll) believe that there are too many commercials on television, 43% of the sample felt that television 'conditions' people. Part of that conditioning," she asserted, comes from advertising. Mrs. Wade also remarked that 77% of the respondents in the CBC sample "had an unfavourable to neutral reaction" to commercials. "That," she surmised, "adds up to 89% who do not like commercials or who at least would not object if commercials were removed from CBC television."

According to Mrs. Wade's estimates, an \$80 million increase in the cost of running a commercial-free CBC would cost about \$13 per household, per year--not, she implied, an exorbitant amount.

In her opinion, CBC, until recently, "has been just like any other commercial network, even though it is mainly financed by the people of Canada." As it is, "advertising breaks are made at inappropriate times during some programs ...advertising is allowed between the news, sports, and weather, and imported programs are 'chopped' to add two minutes of advertising." Mrs. Wade cited as additional problems with advertising: the requirement for high audience ratings, the type of program that is offered, and the rigid scheduling of programs.

The Consumers' Association of Canada was most concerned about "advertising on children's programs and advertising directed to children." Mrs. Wade noted that CBC does not carry advertising on pre-school children's programs but advertising to older children is still allowed. "The CBC," she said, "should require that all advertising shown on CBC be directed to adults."

Mrs. Wade emphasized that "the eventual removal of all advertising from CBC does not preclude the production of popular programming.... Television is an important entertainment medium, in addition to providing information."

In closing, Mrs. Wade said that "the Consumers' Association of Canada urges that Canadians be given a choice between the private networks and a truly public network serving only the interests of the Canadian people, and not the interests of both the Canadian people and the advertisers."

During questioning, Mrs. Balls said that "the many submissions at this hearing that have mentioned (that) the CBC should get out of advertising suggest that there is some feeling in the country that the CBC should...put this matter on its priority list."

Replying to a question put by the Vice-Chairman, Mrs. Balls stated that, in the Consumers' Association of Canada, "we have worked to try and strengthen the misleading advertising laws, and we are looking at the idea of corrective advertising." But to do corrective advertising on television, the CAC would have to buy time and, said Mrs. Balls, "this would certainly be a problem."

MARCELLE RACINE AND PIERRE GAUVREAU

Miss Racine began by stating that she and her colleague wished to emphasize two major points: that television now operates in a closed system, and that it is being forsaken as a creative medium by young people. The communications era that we now live in has upset certain values by making dialogue virtually accessible to everyone. Usually, she said, when we speak of "communications" the word carries some sense of exchange. Today however the so-called communications media don't practice communication, but "broadcasting"--a one-way process.

Circumstance rather than will, continued Miss Racine, has led to a closing off from the public of our mass media. She described broadcasting as "a closed system" because the public has no means of influencing the media production offered for public consumption. She was convinced that the only pressure group that can effectively control television is the commercial section of a television enterprise. The only privilege enjoyed by the consumer, she continued, is changing channels.

Miss Racine argued that the private and the public networks establish their programming according to criteria over which the public has no influence. Private enterprise bases its criteria on profitability. Presumably, the public network makes its choices and decisions in terms of quality, and there is not much chance that the quality will be found wanting since those who make the programs are the same people who evaluate them, she said.

At Radio-Canada, she continued, public tastes simply aren't known. Too much attention is paid to audience ratings, which are used more to aim advertising to the largest possible number of households rather than seriously to assess the real tastes of people. The situation is one in which the individual, confronting the media, has two choices: submit to it or abstain from it.

Miss Racine observed that both she and Mr. Gauvreau had worked for Radio-Canada and were aware of these restrictive structures, isolating the media from the public. These "structures" have operated to seal off the broadcasting system by specialists and made possible the monopoly of broadcasting by a group of individuals. Anyone who finally achieves access to the media finds himself in a privileged position compared to the population at large. But this privilege becomes entangled in unions and administrators, job security, residual rights, etc. The messenger, she was convinced, is changed--and so is the message.

And television is not going to reestablish itself simply by increasing "participation" programs, although there are still some unexplored possibilities here. Turning broadcasting over to laymen is considered revolutionary, she said. But, in Miss Racine's opinion, the public has ideas and opinions. What is needed is some way of providing a means to express creativity.

The young among us, she observed, belong to a so-called "audio visual generation." But this generation is strangely absent from any of the large communications agencies; in fact, "official" audio visual systems seemed to be reserved for the "Gutenberg generation." Young people today, she remarked, are unspecialized. They reject older forms of specialization which are subdivided into an infinity of disciplines. They also reject, according to Miss Racine, the deals worked out by unions and administrators because they see these as alien to creativity.

Miss Racine and her colleague had no "miracle remedies" available for the problems she described, but she and Mr. Gauvreau believe that the "democratization" of the communications media is possible. But the media, with their structures, formulas, and administration, must re-examine goals and values.

Remarking that the CRTC holds public hearings, Miss Racine wondered why broadcasting agencies couldn't use the same process in planning their programming. Consultation with the public, she concluded, is indispensable to effective communications.

Mr. Gauvreau noted that the brief he and Miss Racine had prepared did not refer solely to CBC - Radio-Canada's administration, it included everyone in the broadcasting system: artists, producers, technicians. Part of the inaccessibility of the "closed system" came from the barriers of union privileges.

He took issue with Mr. Picard's assertion that Canada had to be "re-invented"; "I think," Mr. Gauvreau said, "that Canada exists: it needs to identify itself." According to Mr. Gauvreau, it was culturally to the good that Radio-Canada started off relatively impoverished. Whatever success it had, it acquired from being forced to draw on the resources of the society around it.

Mr. Juneau remarked was pleased to hear someone say that the problems of media restriction were not caused just by administrators. The intervenors had said, he noted, that the whole system together, unions and management, created the "closed system."

Miss Racine added that the unions served essentially good purposes, all things considered, but they had based themselves on industrial models. This was what makes the matter of open communications overly complex.

Mr. Gauvreau felt that the problem centred on the "institutionalization" of media. Most people, he believed, consider Radio-Canada an institution. He, on the other hand conceives of it as an agency: these, he thought, are fundamentally different concepts.

L'ASSOCIATION DES REALISATEURS

Jacqueline Lavoie
Don Williams
J. Hicks
Keith Newman

Mr. Williams described his group as "the others.... You have heard," he said, from "one Association of Television Producers and Directors, and we are the other one." The Association des R!alisateurs, he explained, represented CBC producers and directors in Radio-Canada and all English CBC production centres save Toronto. The primary thrust of his Association's brief, Mr. Williams noted, was to represent the views of the regional producers in the English network. He said that 250 people belonged to the Association, 120 of them in Montreal.

"The main area we are concerned in," he said, "is regional production, regional representation...not just because of our interest as professional producers and directors, but as people who live and operate and feel and touch and taste and smell our region and equally feel the need for...national unity."

He was in agreement, he said, with Mr. Boyle's observation that the regions were not searching for an identity, "they were wishing to project it to each other."

The Association's brief was written, Mr. Williams remarked, in a sense of frustration that expressed its "strongest feelings...in the area of penalties of geography and distance." Regional producers and directors wish to be able to think of CBC "as a collection of regional centres rather than a main plant with a lot of branch plants." He questioned Toronto's role as the cultural capital of English Canada and asked, "why must we have this kind of capital in this day and age?"

"We are disturbed this week," he said, "by a lot of talk, a lot of use of words like 'failure'.... We will not accept any kind of negative position that suggests that we are somehow part of a 'failure philosophy'" and, he added, "we are afraid of words like 're-invention'--somehow that sounds like a desperate search for a sense of purpose...our producers feel a sense of purpose."

Mr. Williams suggested that people in the east have only recently discovered "western alienation" but, he said, "there have been so many of our people from Western Canada, for years, that have been trying to talk to the CBC about the need to analyze, to look at, to report, to investigate the growing western alienation." This, he indicated, was but one example of "people in the regions knowing what is coming--seeing something on the horizon and wanting to tell the rest of the country about it."

Mr. Williams drew the attention of the Commission to that part of the Association's brief "that wonders whether or not there is some value and validity in a concept which calls for the (CBC) network to have to sell its programs to the regions." At present, he said, "it is the other way around--we always have to sell ourselves to this central sort of giant." Mr. Williams continued: "we are...not salesmen. We presume that we are hired or engaged because we are creative producers and directors, not lobbyists. But we...feel that we are always caught in a kind of lobby, or salesmanship, game within the CBC.... Someone," he added, "should re-define our role...if, in fact, selling is part of our job."

Commissioner Pearce asked the Association to elaborate on the proposal that "local programmers must have the authority...to decide what network productions are carried in the regions." Mr. Newman replied that "we feel that it is absolutely essential that the level of authority be decentralized...and we feel...that the local program director in the local station is the man to whom the viewers react." This did not imply, he said, a national service that is "completely splintered." Mr. Newman asked if it would "be possible for the local program directors to draw up what they feel is an ideal schedule and then, together, sit down and negotiate." He added that "if the CBC is going to be a national system...that is going to reflect the people, first of all the network must be less rigid. In Edmonton we are doing different things at 7:00 than they are in Toronto. At 7:00 in Edmonton, most people are going out. In Toronto at 7:00 they are just getting home. The country," he said, "is not the same" all the way across.

Asked if he really thought that some kind of local or regional authority over program choice could work in spite of all the network problems that would develop, Mr. Newman replied that "we have to make it work if we are going to be a national service."

Vice-Chairman Boyle quoted one section of the Association's brief that particularly impressed him: "there is no such thing as a network audience. There are only local audiences seeing programs on their own television sets, transmitted by local stations, and therefore, there should be more decision-making at the local level."

The Chairman noted that the Association's brief referred to participating, as a region, in a network program. It spoke of "the joy of finally representing your own themes to the rest of Canada." He asked if the main preoccupation was such national exposure.

Mr. Williams replied that "we first of all are Canadian producers, we are not regional. And because we believe in Canadian themes and Canadian identity, we believe that we have to speak to each other." Too much regional production, he said, is done by a prescription from the centre and, he added, "that is not expression from one region to another."

The Chairman then asked if it wasn't true that every nation had a cultural centre, a "focus, particularly in the field of the imagination in drama, in the arts generally." If that were true, was not Toronto's dominance in English Canada explicable?

Mr. Williams replied that he was not preoccupied with "precedents or models." Instead, he was concerned because "we have tried that route and it has failed, it just isn't working.... We have to try a new system, maybe one that someone else hasn't done. So I would rather not be concerned with precedents or models. I would rather just accept the realistic fact: what we have got simply isn't working, it is pushing our country apart, it is discouraging our artists."

CBC RADIO NETWORK ADVISORY COMMITTEE

John A. Radford, President
Marc-Andre Freve

The intervening Committee was making a representation on behalf of the 55 English and 20 French stations affiliated to the CBC AM radio networks.

Mr. Radford said that the Network Advisory Committee had been instrumental in making CBC radio aware of the country's geographical, ethnic, economic, and programming differences. But there is a major problem growing between CBC and the radio affiliates. According to Mr. Radford, the problem is that "CBC thinks in broad national terms, while the affiliates have to think in community terms." He went on to say that "since the advent of television and cable penetration, private radio has become more and more localized in the service it provides. It has become the person-to-person medium in its own community," a type of public utility in the community. There are, he added, "program differences between the public and the private sector. CBC sees its programming as serving the national purpose, and the affiliates do not argue about this at all. However," he continued, "CBC programming, other than news and information, does not substantially serve a community purpose, which is the affiliate's obligation." Mr. Radford pointed out that CBC listenership "is not great in numbers, but it (meets) a need for the numbers who listen and is available to whomever wants to listen. A community affiliate," he maintained, "could not serve its community, or indeed survive, on the same relative number of listeners within its service area."

Mr. Radford said that the Network Advisory Committee endorses the desire of CBC to provide its own national radio service. "There is," he added, "no technical reason why the national service should not be available to all of Canada through CBC owned and operated equipment." The private affiliates "request an immediate all-out effort by the CBC to become self-supporting for the national service." To that end Mr. Radford recommended that the CBC's five-year Accelerated Coverage Plan be extended to serve communities presently dependent on affiliate operations. "In the meantime," he stated, "all affiliates," through the Radio Network Advisory Committee, "have indicated a willingness to continue to carry as much of the CBC service as possible."

Summing up the Network Advisory Committee's position, Mr. Radford said that "the affiliates support the renewal of the CBC AM radio network licences for the purpose of distributing a national service to Canada." But the affiliates request that the need to depend upon the smallest members of the private sector for this purpose be brought to a speedy termination. "In the interim," he concluded, "the partnership can continue for the good of Canada, so long as the programming requested of the private affiliates takes into account their vital role as community enterprises."

Replying to a question put by Mr. Lawrence, Commission Counsel, Mr. Radford said that the Committee's recommendations were instigated by the fact that CBC "wants more and more hours" of its programming on affiliates' stations. "The program schedule they laid on us last October did create a real reaction, and this is why we have a unanimous opinion now that we would like the CBC to take this distribution over themselves, because we are afraid our local identity may be destroyed if we have to acquiesce."

Mr. Lawrence said that the Radio Network Advisory Committee brief indicated that CBC radio was "traditionalized and doesn't have...relevance for your...audiences." On the other hand, continued Mr. Lawrence, "I...read in the newspapers and I sense--just in the community I live in and across the country--a feeling that there is a renaissance in CBC radio, that it has become a vital and exciting medium."

Mr. Radford agreed that the network was providing excellent programming but "it doesn't get the listeners," and it is a "really localized community operation that we're doing." Mr. Radford characterized much of CBC network programming as demanding of the listener's attention, the kind of programming, he suggested, that doesn't command large audiences in the affiliates' localities. CBC AM radio, he said, does not enjoy big numbers but, he added, this does not detract from its value. "We don't want to knock the CBC AM radio network," he declared.

The Chairman observed that "for the time being...there is no secret about the feelings of the Commission--that as long as CBC must associate itself with private affiliates, that this is a system that is indispensable for the national broadcasting service.... Some solution has to be found to improve the national radio service through private affiliates (because affiliate service) has deteriorated in the last few years to a point where it is disquieting.... We still feel that the job has to be done somehow...as long as the system is organized the way it is now."

ASSOCIATION CANADIENNE FRANCAISE DE L'ONTARIO AND
LE COMITE-ACTION DE SUDBURY

Monique Cousineau
Marie Brunet
Richard Fitzgerald

Miss Brunet began the intervention with some information about the Comité-action de Sudbury. It had, she said, worked for two years for both a qualitative and quantitative improvement of francophone media services in Sudbury. The Comité-action represents about 50 francophone organizations and, she added, about 300 people support the representation being made to the Commission.

The intervenors wished to make two primary proposals. First, that CRTC attach a condition to Radio-Canada's licence that technical service and signal strength offered by the Corporation in the signal ranges of CBFST Sturgeon Falls, CBFST-1 Sudbury, and CBFST-4 Espanola be improved.

Secondly, the Committee wished to have French-language local programming commence as soon as possible, by installing in Sudbury a station which could eventually serve northern Ontario.

At present, according to Miss Brunet, French-language programming is carried to the North by relay towers, and it is programming coming from Montreal and Ottawa. "The relay towers," said Miss Brunet, "are impersonal...and the reception they provide leaves much to be desired." The technical quality of the signal is, she said, appalling. Moreover, at each half-hour there is a three minute period during which the television screen is blank.

The Committee had recently spoken to Radio-Canada representatives about these problems. Radio-Canada had proposed, for the time being, first to improve the technical service--hopefully by April--and to fill in the blanks with commercial messages. They were offering, essentially, the Ottawa French-language service, complete with commercials. But this, suggested Miss Brunet, would be somewhat frustrating--to be receivers of advertising of inaccessible goods and services.

The francophones of northern Ontario have been served by the Radio-Canada network for about ten years. Despite the heavy concentration of francophones in northern Ontario--about 171,000 people--Radio-Canada still provides no local programming. According to Radio-Canada's priorities, there would be none for at least five years, according to Miss Brunet.

This lack of local programming means a lack of local and regional news service. There is no news about events directly touching northern Ontario's francophones, she noted.

Before terminating her part of the presentation, Miss Brunet wished the Commission to be made aware of certain statistics. Of the 171,000 francophones in northern Ontario, for example, only 102,000 receive any service from the Radio-Canada relay towers. Moreover, St. Boniface, Manitoba with 30,605 francophones, totalling only 5.7% of the population, has its own local programming and in New Brunswick, the Moncton station serves a francophone population not much larger than northern Ontario's.

According to statistics, she added, even Soiree du Hockey is presently watched on CBFST by only 2% of the audience while the English station, CKNS, draws 54% of the audience. Radio-Canada, she said, must act immediately to prevent the complete disappearance of the northern Ontario francophone audience.

Miss Cousineau said that she was speaking on behalf of all francophones outside of Quebec, but most of all for the francophones of Sudbury where, she felt, Radio-Canada is dying. In her opinion, only local programming can help Radio-Canada toward recovery in northern Ontario.

As a solution to the local programming problem, Radio-Canada representatives had proposed to serve the franco-Ontarian community by posting a permanent journalist in Sudbury. This journalist would prepare a program of perhaps one-half hour a day. But this Miss Cousineau termed a "first aid" policy. More than that is needed.

She spoke of a sense of cultural revival taking place among northern Ontario's francophones and compared it to that of Quebec, ten years ago. Now, in the North, there are cultural centres, poets, a French publishing house. French Canadian cultural festivals were being prepared. "Perhaps we'll accept a half-hour program a day (for now) but it's not enough and we'll keep knocking at your door for more," she added.

Mr. Fitzgerald, speaking for the francophones of Temiscamingue, said that he was representing the interests of some 12,000 people. His was an active francophone community but one that suffers from being on the frontier of Quebec: his community was served by radio and television stations in Quebec. These stations were simply not prepared to give any programming time to the franco-Ontarian communities. Therefore, he too hoped that local programming would be made available through a northern Ontario, Radio-Canada station.

Commissioner Thérien asked M. Fitzgerald if he supported the idea, mentioned in the other two presentations, of the basic francophone television needs being served eventually by CBLFT Toronto, as part of an Ontario francophone television network.

M. Fitzgerald found this acceptable. He preferred an Ontario network to the service now offered by CKRM, which provides an extension to Montreal television. But M. Fitzgerald's main concern was that there be local programming, because audience ratings were already low for French-language programs.

Responding to M. Thérien, Miss Cousineau remarked that her group wished any affiliation with CBLFT Toronto to be strictly temporary.

Commissioner Thérien asked how many programs the intervenors thought could be produced, on a weekly basis, with the cultural resources now available in Sudbury. How well, in other words, could the region reflect itself to other regions?

Miss Brunet said she had no expertise in this field but she believed that several weekly programs could originate in Sudbury. Further, Sudbury could become a broadcasting centre serving its own needs and become, at the same time, the centre of a northern Ontario French-language network serving several cities.

PRIVATE AFFILIATES COMMITTEE OF CBC NETWORKS (TELEVISION)

William C. Wingrove
Robert Benoit
Garnet Conger
Richard Shark
Arthur Shortell
L.S. Skinner
Tom Burnham

Mr. Wingrove noted that "at the present time, approximately 40% of the CBC's audience is served by the 37 privately-owned, affiliated television stations." He described the affiliates as "local broadcasters located in their areas, close to the grassroots and...about as 'regional' as you are likely to find in broadcasting."

The Affiliates Committee supported the following positions:

.The CBC must continue strong, popular programming in a balanced schedule in accordance with the Broadcasting Act

.The CBC must continue program distribution through private affiliates because, through affiliate distribution, the national service reaches larger audiences, the local station programming is strengthened...the viewers are better served and the CBC has no capital outlay or ongoing expense

.The CBC TV network must continue in the commercial field.

Mr. Wingrove said that it was necessary to review "this money question that has been haunting us all week." In 1972-73, at the request of the CBC, the Affiliate Committee conducted a survey devised by the network to aid the CBC in planning. The survey revealed, according to Mr. Wingrove, "that there was a serious shortfall in affiliate network revenue," and this was confirmed by a later study commissioned by the Corporation. According to the Affiliate Committee's report of May 1973:

The network share of total revenues declined by 40% and the network contribution to the mounting costs of the private affiliates declined by 32%. The amount of "reserved time"--the amount of time the stations turn over to the network for network programming--was approximately the same...during this 14 year period.

"It is readily apparent," continued Mr. Wingrove, "that the affiliate stations are now grossly underpaid for the service they render the network. While...over half an affiliate's time is occupied by network programming, just 17% of its total revenues comes from the network."

Mr. Wingrove stated that the affiliated stations are entirely dependent on commercial revenue "to provide the national service to their areas as well as to maintain local service for their communities." He added that they need "healthy revenue...to keep abreast of technology." Operating costs, he explained are rising faster than network revenue. There is, moreover, increasing competition from the extension of CTV and TVA along with the newly-formed Global network. Also, because of the cable importation of foreign stations, "the very existence of many CBC affiliates is threatened." Mr. Wingrove noted that this kind of competition was unforeseen when most affiliates were seeking their licences. Now, because of these changes, audiences are being fragmented (thereby reducing the revenues of private affiliates) and "the total audience of the CBC networks,...both English and French" is diminishing.

In the opinion of the Affiliates' Committee, "the CBC must continue its policy of including the most popular entertainment programs in its balanced service of information, enlightenment and entertainment." Mr. Wingrove maintained that "the networks must...attract a large measure of commercial revenue in order to make fair payment to the private affiliates for services provided, and to maintain the viability of the network--otherwise, an additional unwelcome burden will be placed on the taxpayers of Canada."

Mr. Burham, Chairman of the French Affiliates' Committee, noted that the views of the French network's affiliates were identical to those outlined by Mr. Wingrove.

The Chairman observed that "there have been several stations in the last three years, that were CBC affiliates, and (that) disaffiliated from CBC and affiliated with CTV--because CBC went in (to their regions) with its own station, or rebroadcaster." The Chairman also remarked that some stations have become "twin stick" operations--that is, they have two transmitters and are "affiliated to CTV on one transmitter and affiliated to CBC on the other transmitter. So they are not dependent on the CBC network for their total revenue." He asked Mr. Wingrove how many situations like that might there be yet in the remaining CBC affiliated stations.

Mr. Wingrove said that the answer "will depend on CBC action."

The Chairman noted that much of what had been discussed during the week touched the present and future roles of the CBC television affiliates. "One of the factors that will change the face of the problem--if not eliminate the problem completely--(is that) there will be fewer stations that will be dependent on the CBC for their total livelihood."

Mr. Conger of CKPR Thunder Bay noted that in his twin stick operation, he has "a different type of affiliation agreement with CTV (than he has) with the CBC.... And we do not share in any of the CTV network revenues, whereas we do share," he said, "in the CBC network commercial revenues. So, in that sense, we become even more dependent (on the revenues) that we get through the sale of network time on CBC."

Questioned by the Chairman about the increased availabilities for advertising in a twin stick operation, Mr. Conger said that increased inventory of commercial availabilities "has been of considerable help in taking care of the increased operational costs of the second service."

Mr. Shortell stated that in any twin stick operation "the affiliate is going to have to generate more revenue because you have to carry the complete CBC signal and then carry the same thing on CTV but (without) the same revenue base." His company, located in what he described as a smaller market, "is negotiating for a second channel...and we are going to have to (achieve) a considerable...revenue increase to maintain two full services--not program services, but transmitter services."

Commissioner Shanski asked what position the affiliates would be in if advertising were discontinued on CBC, as had been advocated in many presentations.

Mr. Wingrove replied that "it would put them in a very serious position." Aside from a loss of revenue, "what the affiliates may fear even more," he said, is that those who strongly advocate "the discontinuance of commercials seem also to be advocating a rather elitist type of programming." It was the "firm conviction" of the affiliates, "based on...experience, that this would create a very serious drop in our audience." This, he continued, would undermine "approximately 83% of our revenue, which (comes) from the advertising that we, as private businessmen, sell, both locally and nationally."

Replying to a question put by Commissioner Bower, Mr. Wingrove said that the total revenue received by the affiliates from CBC "is around \$5,000,000." Mr. Bower then asked if there had been "any upward adjustment in the amount you have received from the CBC over the past...5 to 10 years." Mr. Wingrove answered that "it has been going up very slowly, but not proportionate to the increase in operating costs or the increase in the total revenue of the station."

Mr. Lawrence, Commission Counsel, observed that if commercials were dropped from CBC, and distribution were still to be carried on through the affiliates "which are, after all, in the business of making money, there would have to be some kind of payment made to the affiliates." Mr. Lawrence then asked, "how important is the program in (the 8:00 to 9:00 pm) time slot?"

Mr. Wingrove said that he "was rather surprised at the great emphasis on 8:00 to 9:00." In his opinion, its importance varies by stations. Its importance could be that it is "the lead-in to the evening's programming, and in a competitive area, audience loss at that time could be damaging for the rest of the evening."

Mr. Lawrence questioned Mr. Wingrove about what most affiliates program at 9:00 on Thursday, which is "available time" (a block of prime time in which the affiliate need not carry the CBC network program but may insert a program of its own choosing). Mr. Wingrove replied that "most affiliates...program feature films at that time. It is the only prime time in their (weekly) schedule when they are able to do that, and, of course, feature films are quite popular."

Mr. Lawrence established that most of these feature films are American. Mr. Wingrove said that "there are very few Canadian films offered to the affiliates as program material. I have never had anyone approach us with Canadian film," he noted.

Mr. Lawrence suggested that one "reason the CBC has to (use)...predominantly U.S. programming in this (8:00-9:00) time spot is in order to accommodate the affiliates." Mr. Wingrove agreed that "it is important to them" and added that he didn't think "that we, as citizens and taxpayers, would relish the CBC dropping from huge audiences, or satisfactory audiences" after the supper period. "I can't see," he said, "how the public interest would be served in this sort of situation."

The Chairman stated that it would be "unreasonable not to look at the facts, or to discuss the facts...because of some very good intentions or some theory. On the other hand," he continued, "if there is a national broadcasting service and there is a mandate to...strengthen and enrich the fabric of the country," it may be the best judgment of both the Commission and the country that this can be accomplished by strengthening Canadian programming, especially entertainment programming.

THE TOWN OF SHAUNAVON (SASKATCHEWAN)

Robert Nelson, Mayor
Norman Ross

Mr. Nelson explained that he wished to support and elaborate on a brief submitted to the Commission regarding the licencing of CBC TV at Moose Jaw, Willow Bunch, and Fort Qu'Appelle, Saskatchewan. The brief was based on numerous complaints from residents of south-western Saskatchewan about "the poor reception, and poor local programming, which is being transmitted from our transmitter fifteen miles south of Shaunavon."

Mr. Ross, Post-master at Shaunavon and member of the Town Council, said that for 16 years "we have been watching television from a CBC affiliated station situated in Swift Current, approximately 60 miles north of Shaunavon. The complaints on reception and local programming," he said, "have been numerous and bitter." Four or five years ago the CBC built a transmitter 15 miles south of Shaunavon "which was intended to serve our area." Mr. Ross went on to say that the "new and impressive transmitter is being fed from CJBK TV, the CBC affiliate in Swift Current." Hopes that there would be an increase in the quality of reception, and of programming, were not realized, he said.

Mr. Ross continued: "We understand that additional money will have to be spent to supply additional services, but a large sum of money has already been spent to build this CBC installation at Shaunavon." One proposal, he noted, was "to build a microwave link somewhere between Shaunavon and the CBC TV station in Moose Jaw and feed the Shaunavon transmitter direct from Moose Jaw." An alternative proposal was to establish a rebroadcasting station owned and operated by CBC in Swift Current and use it to feed the Shaunavon satellite. This, he noted, "would provide a full CBC service to Swift Current, Shaunavon, and a large area in southwestern Saskatchewan." Mr. Ross added that no other reliable signals were available in this region.

In Mr. Ross' opinion, "a CBC owned and operated station at Swift Current would have little, if any, drain on...potential advertising revenue. This would eliminate the financial burdens and problems for anyone trying to provide southwestern Saskatchewan with the second service of CTV." It was his belief that if CBC built a station in Swift Current, "the present CBC affiliate would revert to a CTV station," giving the area access to two networks.

Mr. Ross observed that "we have one of the exceptional situations in Canada," a transmitter owned by the CBC but fed by a privately-owned CBC affiliate. "What we are asking," he emphasized, "is that the CBC...provide (the Shaunavon) translator with full CBC coverage."

In questioning, the Chairman established that the population of Shaunavon together with "the surrounding trading area" was about 10,000, that of the city of Swift Current, 15,000.

Mr. Ross noted that in the near future Shaunavon would apply for permission to "put up our own translator, in conjunction with a small town in our area, to pick up the Lethbridge, Alberta, CTV satellite station. He added that it "would be our own financing" that would pay for this translator.

Vice-Chairman Boyle remarked that, while it might not be much consolation, "I can tell you that the Commission and the CBC have been discussing this (problem) very actively, trying to find some way out of it because the fact is that...the station's operation in Swift Current has a relatively small population base" and support of the station was difficult.

In closing, the Chairman established that instead of the current mix of programs from the CBC affiliate in Swift Current, the intervenors wanted "the full CBC service."

CANADIAN POLISH CONGRESS

Mr. Casimir Bielski, President,

UKRAINIAN CANADIAN COMMITTEE

Mr. Onyschuck, President, Ontario Council

FEDERATION OF ITALIAN CANADIANS

Mr. Neri, President, Italian Business
and Professional Men's Association

Also appearing:

Prof. Yuri Darewych, Secretary,
Ukrainian Canadian Committee
Dr. Woyciechowski, Vice President,
Canadian Polish Congress

Mr. Onyschuck opened the joint presentation of the three associations. His own group, the Ontario Council of the Canadian Ukrainian Committee, he described as "the largest member body of the Ukrainian Canadian Committee" which had previously appeared before the Commission. He remarked that the number of Ukrainian Canadians in Ontario was approximately "twice the size of any two western provinces."

The Canadian Polish Congress, he said, is an umbrella organization of 210 Polish community groups representing 300,000 Polish Canadians.

The Federation of Italian Canadians associations and clubs represents 65 organizations and speaks for the 500,000 Italian Canadians in Ontario.

Together, Mr. Onyschuck estimated, the three intervening organizations represent almost one million Canadians.

The brief of the three groups asserted that approximately 27% of Canada's population is not served at present by the national broadcasting service: "they are not being served in a multicultural sense; they are not being served in a multilingual sense." In Mr. Onyschuck's opinion, the Broadcasting Act "charges the national service with the duty of broadcasting in a multicultural and multilingual fashion to Canadians and," he added, "we submit that it cannot be doing it if it is ignoring 27% of the Canadian population."

Broadcasting was described as the "key to expressing culture...it is the key to cultural survival and development...and multi-lingual broadcasting" was equally crucial "because language is the key to culture."

Mr. Onyschuck stated that many cultural works, "well-known to the 27% that are neither English nor French," are being produced in Canada. These works are Canadian but they are "also of Ukrainian or Polish or Italian or Jewish or German background" and they "are not...being brought to the attention of the public, and the Canadian Broadcasting Corporation...is not utilizing this vast cultural reservoir."

The joint submission further contended that the CBC has "impeded by its current policy...access to...the public communication service" by ethnic communities. CBC has done this, maintained Mr. Onyschuck, "by maintaining the posture that multilingual broadcasting is not legally permissible under the Broadcasting Act."

It was the position of the three groups, he said, that "access to that service...is one of the conditions of licence approval which we request of (the) Commission." Specifically, the intervenors urged that five conditions be attached to CBC licences:

1. That CBC immediately increase multicultural broadcasting

2. That CBC establish a multicultural and multilingual section within the Corporation for the planning and implementation of broadcasting in languages other than English and French

3. That the CBC make available, in 1974, \$3 million of its budget for these purposes.

4. That CBC retain senior staff that are conversant with, and responsive to, the needs of the ethnocultural communities

5. That the CBC begin radio and television broadcasting in 1974 in at least the three languages (Ukrainian, Polish, and Italian) "as well as in the other major languages of Canada."

Mr. Onyschuck then asked that, "in view of the fact that there is a varied interpretation of the Broadcasting Act,...we would ask you (the Commission) to rule, or in your decision to define clearly, the legal interpretation as you understand it, of the Broadcasting Act so that it be made clear that the Act does not prohibit the broadcasting, by the national...service, in languages other than English and French and, in fact, that it foresees it, permits it, and that it is the Canadian Broadcasting Corporation's duty to do so."

Turning to the term "Canadian identity" as it is used in the Broadcasting Act, Mr. Onyschuck said that there is concern about "domination of our culture by American mass media...even through the force of the Canadian Broadcasting Corporation network system." In light of this, he suggested that "a strong and conscientious effort must be made to stop the overspill of American culture into Canada, or we will lose...a Canadian identity." That Canadian identity, he added, is English and French plus 27% that is neither English nor French but which exists in six to ten other major cultural groups. That part of Canadian identity, said Mr. Onyschuck, "should be looked at as a force which can help to strengthen Canada's own indigenous identity...and we submit that if you had multilingual broadcasting on the national service, you would be picking up a very large sector of each ethnic community...making the Canadian Broadcasting Corporation the service with which all ethnic communities can identify."

Mr. Bielski, of the Canadian Polish Congress, stated that the purpose of the presentation by his organization had been twofold: "One, we hope to state to you publicly our concerns and, two, we hope to...sensitize the Canadian Broadcasting Corporation to our legitimate concerns and...to bring about a change in attitude in the Canadian Broadcasting Corporation hierarchy to the concept of multilingual broadcasting that would...reflect the multicultural makeup of our Canadian society."

Mr. Bielski referred to station CKSB St. Boniface, that had been acquired a year ago by CBC. "After acquiring this station," he said, CBC management "cavalierly dismissed programs broadcast in German, Ukrainian, Jewish, Italian, Polish, and Portuguese languages, of some twenty years standing, from that station." He said "we want, for the future, to forestall" such incidents.

Mr. Bielski then referred to the intervention made by l'Association Canadienne-français de l'Ontario and said that "we are very happy with the blossoming of the French fact" but, he added, "we are also envious that our (francophone) friends from Sudbury...have the ear of prominent personalities. We, for our part unfortunately, have the distinct feeling that we are being ignored." The Franco-Ontarienne intervention, he recalled, spoke of a "culture vivante". Canadians of Polish heritage also share a "living culture" he said. Those of us who are Canadians of neither French nor English heritage are not, in his words, "just quaint museum pieces, flotsam on the Canadian shores, specimens to be displayed in a jar with a top at times tightly closed, to flutter, to excite, and perhaps eventually, to die."

In questioning, Mr. Onyschuck said that of the 160,000 Ukrainian Canadians in Ontario, some 80,000 live in Toronto. Mr. Bielski said that Statistics Canada "misquoted" the Polish Canadian population. "Our finding at the Polish Congress" is that there are "approximately 400,000 Canadians of Polish descent."

Mr. Neri said that the Italian communities "in Montreal and Toronto...represent about 10% of the population of those two metropolises." In all of Canada, he estimated there were one million Italian Canadians.

Replying to a question put by Commissioner Frye, Mr. Darewych said that there was considerable literature, drama, music, and poetry being written in Ukrainian by Ukrainian Canadians. They are largely unknown, he said, because they lack "access to the public means of communication...I think," he added, "these are aspects of culture that basically have to be funded from the public purse, and to be available at the national level...we must look for a solution (in the) national broadcasting system."

In answer to a question posed by Commissioner Cormier, Mr. Bielski said that about 85% of the Polish Canadians he represented can, and do, speak Polish.

According to Mr. Onyschuck's estimate, about 85% of Ukrainian Canadians still speak Ukrainian. He added that Ukrainian Canadians "do not have any immigration (but)...we have got a culture that is our own, that is indigenous, but is Canadian."

Asked to identify the "other language groups" by Commissioner Thomas, Mr. Onyschuck replied that there is "the German group,... the Hungarian, Estonian, and Lithuanian communities," a Jewish group, Portuguese, and Greeks.

Commissioner Thomas then asked "what about the native, the original inhabitants of our country?" Mr. Onyschuck replied that "I'm not for a moment excluding them."

Dr. Thomas then observed that "if a national service had to provide a language broadcast to "all these different groups...it would become an impossibility unless it was handled in a very special way."

Mr. Onyschuck said that "nobody is talking about Balkanization.... We've got...professional people (who come from diverse ethnic backgrounds) in the Canadian Broadcasting Corporation," who can do the required programming. In certain cases there...should be national network time, in others, just regional time. But it can be done." He maintained that it is "just a technical matter and there are examples of other countries where it is being done on much smaller budgets. So I think it's just a technical problem that can be overcome without any difficulty."

The Chairman asked which other countries Mr. Onyschuck was thinking of as models of multilingual broadcasting.

Mr. Onyschuck referred to India where there are "broadcasts in over 15 major Indian languages...and a total of 87 dialects." India does this at a cost of "only \$18.7 million Canadian," he said. "England," he added, "is another example...they (broadcast) in Gaelic and Welsh and, interestingly enough, in Pakistani."

The Chairman observed that, in the case of India, Radio India has to "broadcast in those languages because it's the only way to communicate with the people who speak no other language."

Commissioner Hughes noted that to the list of major language groups in Canada, the Japanese and Chinese should be added, and the Chairman observed that Statistics Canada indicates that there are 26 language groups in Canada.

Mr. Onyschuck said that "I've heard of the 'Tower of Babel' argument before, and the point was raised that broadcasting in 26 languages would be expensive." But, he said, "you would not be broadcasting in 26 languages. There should be criteria established...basically you are looking at community needs.... Secondly, you would be looking at those communities that can provide...the resource in terms of cultural talent and...(show) a sufficient demand at the listener end to be able to warrant it. I think" he added, "that these are all matters that we can...turn over to the Canadian Broadcasting Corporation...and they, in consultation with such umbrella organizations as ours... can come up with the right mix."

Mr. Onyschuck stressed that "our fundamental point" is that the CRTC explain to the Canadian Broadcasting Corporation "that it is their duty to broadcast in languages other than English and French."

Commissioner Thomas wondered how much pressure there was from third-generation (ethnic Canadians) to do this, or is it, he asked, "an effort on your part...to maintain your culture in the succeeding generations?"

Mr. Woyciechowski replied that, in American sociological research, "the third generation is well-established and it wants to gain respectability and it comes back to its cultural background...it is not the case that the third or fourth generation is...further away from its cultural roots."

Mr. Onyschuck said that the basic problem raised by the intervenors was one of priorities and policies. "If the policy of this country is...that of multiculturalism," he said, "then it is a matter of helping the cultural development of any particular group and I don't think for a moment," he continued, "that the French-Canadian community could have survived, or would be surviving as well as they are today, without access to the public services. And in this respect...that answer is valid for our communities."

Reacting to Commissioner Shanski's suggestion that the ethnic groups could perhaps be served on a local rather than national basis by CBC, Mr. Darewych replied that "our communities are not geographically concentrated" and "our long-term aim is really to access (the) national network."

W. H. BILL NEVILLE, OTTAWA, ONTARIO

Mr. Neville depicted the CBC as having developed within the constraints of two major thrusts: "one was the need to get service, any service, to...Canadians as quickly as possible and, in television, this led to a hybrid system of owned and operated stations mixed with private affiliates."

The second thrust governed programming. CBC's mandate for a "balanced and comprehensive service" was "a legislative euphemism for...a commercial programming schedule." This, said Mr. Neville, was reasonably satisfactory for 20 years but it has "led to a kind of CBC today which is not equipped to deal with a very different kind of Canadian broadcasting situation."

CBC has become "a hardware-dominated organization," consequently far too little of CBC's time and energies are taken up with the programming aspects of the system.

Because English-language television developed as it has, the Corporation, said Mr. Neville, "really has no distinctive programming philosophy which, in any way, sets it apart from any other major networks in North America." There is no way, in other words, "that you could identify it, by what you see, as the 'public' system."

In his view, the Corporation has developed a real dependence on commercial revenues. "The crucial thing," according to Mr. Neville, "is not that the Canadian Broadcasting Corporation gets 80% of its funding through Parliamentary grants." It is "that the 100% collapses without the 20% it gets from commercial revenues." In other words, the CBC's budget is planned on the assumption of "a significant amount of commercial revenue" and thus, according to Mr. Neville, commercial revenue becomes a de facto priority of program policy.

Mr. Neville stated that the question of whether these were "proper...attitudes...for the Corporation through much of the last 20 years" is largely academic. "It seems to me," he said, "that they are not relevant in the kind of broadcasting situation we have today" and, he added, the CBC "is quickly coming to...a change or perish situation."

The CBC is no longer needed "simply to provide service.... The...areas that still remain to be served could be served by private broadcasters in one form or another. We...don't need the CBC to provide another semi-commercial or commercial programming schedule. In urban Canada...we have three, four, five of those now.... If the CBC continues along (present) lines,...whether it adds a few more points of Canadian content or not,...one of these days, a government and a Parliament is going to decide that the Corporation has no more meaning in Canadian terms."

Mr. Neville emphasized that his position was that "there is a role for a publicly-owned broadcasting corporation in our system but...it has to be a distinctive role--a role that we cannot get, by definition, from commercial broadcasters...a role summed up in the phrase 'public broadcasting'."

By "public broadcasting" Mr. Neville explained that he meant a "programming philosophy, and," he re-iterated, "I don't think the Canadian Broadcasting Corporation has any programming philosophy."

"Public broadcasting," he said, "differs from private broadcasting in that the latter's sole revenue comes from advertising." The private broadcaster's programming must raise mass audiences. "Public broadcasting has to start from a premise of no dependence on commercial revenue" and doesn't take as its first priority the raising of mass audiences. "That doesn't mean you produce programs that are 'airy-fairy' or are incapable of attracting large audiences, it's simply not the priority."

If public broadcasting is to be "the role for the Canadian Broadcasting Corporation," Mr. Neville continued, then there are several steps the Corporation should take.

The first step is "to separate the hardware and software...perhaps," he suggested, "it is achievable in terms of just a corporate re-organization, but...it is really important to break through this hardware orientation of management." Some kind of structural change has to force CBC management "to come to grips with its programming philosophy."

"Commercial policy must be revised," according to Mr. Neville, and "in the long run the goal...is a commercial-free network." In the short term, he recommended that:

.The CBC should "receive from Parliament, a grant of its total operating budget" and this should be done on a three- to five-year basis

.The CBC should revise its advertising policy so that it is very restrictive, and any revenue raised would "be refunded...to the consolidated revenue account, against the operating grant it received." This would allow the Corporation some commercial activity and help "meet problems like the needs of private affiliates." It would raise, in this way, "a bonus back to the people" and "there would be no excuse" under such a system for CBC programmers "to make a single decision based on advertising revenue"

.Third, "we are going to have to move gradually away from the use of private affiliates."

"We can build a complete public...system," Mr. Neville believed, with the use of rebroadcasters and cable. "In my judgment," he added, "local programming is a distant third priority for the Corporation" and program originating facilities need (not) be an important part of this extension of the system."

"Finally," said Mr. Neville, "I'm suggesting that the Canadian Broadcasting Corporation...reduce its amount of program production. I don't think you have to program eighteen hours a day to be relevant."

In answer to questions by Commissioner Pearce, Mr. Neville explained that in advocating a separation of CBC's "hardware" and "software" he intended "hardware" to refer to the program distribution system. He did not mean, he said, to include production equipment.

Replying to Vice-Chairman Boyle, Mr. Neville said he would like CBC to provide an alternative to escapist entertainment and, he added, "I would like to see Canadian Broadcasting Corporation television like CBC radio--which I think is excellent." He continued: "I think the reality is that the bulk of the people at any given time probably want mass entertainment programming...it's...naive to believe otherwise. But they will get that from the commercial networks. The question is, if we are going to invest \$200, or more, million in a public broadcasting service, is it just going to be to duplicate that? If so," he suggested, "let's save the \$200 million."

Commissioner Thomas said that there still "are substantial areas of the country that can't get mass entertainment from the commercial service because commercial service isn't available to them"; they have only a CBC signal available for "all forms of entertainment, news, and information."

Mr. Neville responded that in English Canada Dr. Thomas' proposition applied to "not more than 10% of the population...and...if that is our...only justification for the Canadian Broadcasting Corporation--to get to that last 10%--there are other ways to do it without investing \$200 million the technical problem of getting...service in there, if that's the only concern, can be overcome," he said, "without a CBC."

The Chairman noted the practical difficulties of further extending the commercial networks and then asked Mr. Neville if he was "not concerned that a non-commercial CBC television network might become an 'elitist' network."

Mr. Neville said that "the kind of programming I'm talking about would be capable of attracting significant audiences" but it doesn't have to "play to 50,000 homes indefinitely"; ratings should not be the sole determinant of whether or not a program is useful.

CANADIAN LABOUR CONGRESS

Gordon McCaffery

Among the Canadian Labour Congress's proper concerns, said Mr. McCaffery, is "our concern for the Canadian Broadcasting Corporation...we believe," he continued, that the CBC "belongs to the people and should be broadcasting for the people and by the people--and all the people." But instead of belonging to the people, to a large extent, the people are being ripped-off through CBC "by the North American commercial system."

The Canadian Labour Congress was intervening at the hearing because, Mr. McCaffery said, "we are talking about the future of Canada, because broadcasting is all about the present and the future of Canada...and...we are here because we believe that communication is vital to community and, in the total communication process, public broadcasting is indispensable."

While the Canadian Labour Congress has always supported CBC, the Congress believes that broadcasting "has been exploited to only a small extent in the public interest. It has basically been exploited in the private and commercial interest."

While Mr. McCaffery "agreed substantially" with Mr. Picard's presentation on behalf of the Corporation, he took issue with Mr. Picard's "strategy and tactics.... We think," he continued, that the CBC "has reached the wrong conclusion when it equated (its) 'different, Canadian, mass'" model with a "balanced system." Mr. McCaffery asserted that he would like "a public broadcasting system which is different, Canadian and diversified." In his opinion, "if the Canadian Broadcasting Corporation continues to orient the bulk of its programming to a mass audience, it will not be different...it will not be Canadian... or...it will be of such poor quality that scarcely anybody will watch it."

Mr. McCaffery thought that "we should consider the designation 'mass'. Some programs, by their very nature," he said, "appeal to the masses." The Soviet Union-Canada hockey series was a good example: "there was no question it would draw a mass audience." But, he continued, "there are some programs which the Canadian Broadcasting Corporation could never hope to be mass programs, which the Canadian Broadcasting Corporation, by its mandate, is obliged to produce and transmit in this country...for even a few thousand people.... Just because it can't draw two million viewers, doesn't mean" that a given production is "not good programming for Canadians in the 1970s."

Using radio broadcasting analogies, Mr. McCaffery said that "if we had insisted on a mass audience, This Country in the Morning would never have started on radio because...in the early weeks of that program, when it was stumbling to find a format and a feeling for the audience," it didn't have a large audience. And the same was true, he thought, for As It Happens.

Accepting M. Picard's specification that CBC should be "different" and "Canadian," Mr. McCaffery turned his attention to the term "diversified", as it was being used in the CLC brief. This would "include programs which will be of interest to Canadians in all parts of the country...but not necessarily an audience that would be called 'mass'. So you have (a) second category; it's still a 'national' audience, but it doesn't have to be 'mass'.... There are...programs which will be relatively small (in audience), but when you put all these audiences together, you have got a broadcasting system appealing to...22 million Canadians."

Using book publishing as an analogy, Mr. McCaffery believed it "quite likely that many, if not most, book publishers would like to publish only best-sellers. On the other hand," he added, "many worthwhile books would never get published if it were a requirement that they appeal to the best-seller list."

Mr. McCaffery pointed out that "the cost to every Canadian" for CBC services, "is only two and a half cents a day." And the CBC "doesn't have to air programs twelve or fifteen hours a day--all of which will appeal to a mass audience--to make the public feel it's getting its money's worth."

Still on the subject of mass broadcasting, Mr. McCaffery remarked that "in terms of radio and TV in North America, Canada doesn't constitute a mass market.... We should be thinking of Canada," he emphasized, "as being a sparse market or a series of inter-connected sparse markets" with Toronto and Montreal the only possible exceptions.

In Mr. McCaffery's estimation, CBC "is approaching its analysis of objectives and strategy and tactics as though it were selling soap and not selling ideas and entertainment and information."

Mr. McCaffery believed that parliament will not give the CBC enough financial support for its objectives "unless we, and a lot of other intervenors...and a lot of other people who weren't here, get behind the idea that the Canadian Broadcasting Corporation is very important to Canada,... that this country needs, and can't do without, (it). We started the job," he added, but "we haven't finished it yet and the time is running short and if we don't do a better job now, we might lose the opportunity.... The Canadian Broadcasting Corporation should take us into their confidence and say, 'look all you intervenors, you've got a lot of bright ideas; we're in trouble, we agree with a lot of things you're saying, let's form a committee...to boost the Canadian Broadcasting Corporation...and go to Parliament and say: this is what the Canadian people want - here's the documentary evidence'."

Mr. McCaffery remarked that CBC is currently not doing sufficiently balanced labour-management programming and the Corporation should "expunge from programming...certain stereotypes with respect to labour and labour management affairs."

He then summarized the major points of the CLC brief:

.The Canadian Labour Congress continues "to support the public sector in the broadcasting system as being essential to the development and understanding of the Canadian community."

.The CLC welcomes the recently-announced extension of CBC radio and television services to previously unserved communities.

.The CLC recommends that CBC should end its relationship with the affiliated stations: "we should offer to buy them out or replace them" with CBC owned and operated stations. Because affiliates "can't take the full Canadian Broadcasting Corporation service,...we don't really have a public broadcasting system."

.The CLC suggests that "all taxpayers, within the limits of technological capability, should get the same (service) as those...in metropolitan areas."

."We believe," said Mr. McCaffery, "that succeeding governments have not taken the mandate of the Broadcasting Act seriously, and government and parliament must share the blame for the present state of the CBC networks."

.The CBC "should phase out of commercials" and "we are opposed to the commercial orientation of programs" as well as advertising messages themselves. According to the Canadian Labour Congress brief, "the public...has put up millions to build 'CBC networks' and pays over \$200 million a year to extend...maintain and support programming." But the public is "actually subsidizing the advertisers who pay only \$50 million for their choice of the best time slots."

.The CBC should "do more and better in its programming to represent regional points of view and should do more to exchange programs between the English and French networks."

.While not requesting special treatment, the Canadian Labour Congress would like to see reporting on labour-management affairs based on fair comment balance.

"Finally," said Mr. McCaffery, "we would like to leave the strong impression with the Commission that we need the public broadcasting sector, and we want the Canadian Broadcasting Corporation... to appreciate the fact that we know the...Corporation is a vital force in maintaining a sense of national community."

"We have learned something from all of the presentations. Some of them were superficial, others, more profound. Perhaps some were a bit unrealistic, some touched on problems that CBC can resolve only in the long term, but there were others that raised real problems that can be solved in the short term. We intend to pay attention to these presentations in developing our plans for the next few years."

From the hearing transcript: Mr. L. Picard's opening statement, 22 February 1974.

III. CBC CLOSING STATEMENT AND COMMISSION QUESTIONS

Mr. Picard described the week-long hearing on the CBC's application for a renewal of its broadcasting licences as "a panorama of expectations of Canadians about the CBC." He was moved, he said, "by the brief made by our people in particular, our producers (the Association of Television Producers and Directors and the Association des Réalisateur) however critical they were. I think you have seen in front of you," he added, "where lies the great quality of the Corporation." Referring to other briefs, Mr. Picard said that "we will try to do our best to react to what the Canadian people have been telling us, insisting again that the Corporation's preoccupation is the "quality of programming."

Speaking to the proposal that CBC be divested of "hardware"--production facilities--and concentrate all efforts on "software"--programming--Mr. Picard suggested that this is a "false dichotomy." "Good programming is the objective of the Corporation, but good programming is worthless if Canadians don't have the hardware to see it."

The CBC's executive vice-president, Mr. Sinclair, then presented the body of the Corporation's statement. He remarked that all of the intervenors were "speaking of the CBC as something which, quite plainly, belonged to them."

Addressing himself to specific points raised in the interventions, he began with the use of film on English television. He stated that "we'll look at it,...we'll do something about it,...we'll do a great deal about it."

He was particularly sympathetic, he said, to the brief presented by Women for Political Action in both of its concerns: the depiction of women on the television screens of the country "which is something we are watching" and particularly, the concern expressed for "the career patterns of women within the Corporation itself."

On the post-production use, or "further use" of CBC programs, the vice-president spoke in terms of "different kinds of economy." The unit cost of a program drops if it is re-used; this is a "material economy." But there is also a "cultural economy"--a great program is cultural contribution which should be allowed to permeate the whole world, another argument for extended, or further, use.

There is also a "creative economy" in preserving programs for further use in that the producer's work does not disappear. The solutions are many: archival storage is one, but this is "essentially a financial problem.... If we have the money we can certainly keep the material." The CBC is already working with the Public Archives of Canada on storage and retrieval of past programs: "we are trying to make sure that in future we will be able to store this material and make it accessible to everybody.... academics, broadcasters and the public.... Another aspect of further use is some kind of program of repeats...and one way to repeat them perhaps is to try to repeat them on extra channels of cable...(but) the problem, of course, is usually money."

A major "further use" of CBC program material would be educational. But Mr. Sinclair stressed that actors, writers, and performers should not have to freely "sponsor" further use, "if we are increasing the market, it shouldn't come out of their pockets." Producers were, he noted, reluctant to buy out talent rights, preferring to put all available money into their programs. "However," said Mr. Sinclair, "we are going to have to rearrange priorities...to make sure that we buy the rights from the talent...at the time of the broadcast, when its cheapest...and we want to have a distribution system which is cheap and effective, and above all, simple to get into.

Mr. Sinclair believed that as far as the re-use of CBC programming on cable is concerned, a serious question remains to be answered: "does this constitute a new market, or is it really another way of reaching the same market?"

Mr. Sinclair then turned his attention to "technical standards" and expressed CBC's interest in experimentation with new video technology that operates at lower than current broadcasting standard. One-inch videotape and eight millimetre film are both being tested, he said.

Briefly, Mr. Sinclair touched on the contentious issue of CBC commercial activity. We are," he said, "looking at commercials very seriously all the time, and we've been listening very carefully to the things that have been said in the last few days."

"But the main thing that has been said in the last few days," according to Mr. Sinclair, is "that Canada is a country of regions." Elaborating on this theme, he called the regions of the country "the most important aspect of Canada...we know very well that the regions of Canada have no doubt whatsoever about their identity, about their cultural identity, their spiritual identity. They know all about it; they have a perfectly solid, exact definite feeling in all these regions.... Our job is to help them express that identity, not only to their own people, but above all to the rest of the country and I would say that is the great priority these days of the national broadcasting system, of the national broadcasting service, to permit the regions to express themselves clearly and lucidly and eloquently, in emotional terms, to the rest of the country."

In this context, "the most important aspect of making sure that one part of the country talks to the other" touches on bicultural programming services. The Accelerated Coverage Plan (to bring CBC service to presently unserved areas, or areas served in only one language) "will extend bicultural service across the country." And for viewers who will prefer to watch only one of the CBC's two official language channels, "we must be much more conscientious about making sure that they are aware of the nature of the culture which is to be found in its fuller flowering on the other channel. That is absolutely vital."

Mr. Sinclair then spoke to the problems of northern service. It is a problem outside the CBC's exclusive jurisdiction, involving many government "decision centres" and "the CBC finds itself perplexed by these decisions and we are offering a kind of menu for the North. We are saying, you know, if you would like radio alone, so much; if you would like radio with local access, so much; if you would like television alone, so much; television with local access, so much. And we are trying to make it easy for other decision centres to come to the right sort of decision and to help us to get broadcasting into the North in the way in which the North feels (it) should have it."

One of the most important responsibilities of any country's public broadcasting service is its contribution to the survival of the artistic community--writers, actors, and musicians. This, he said, is a CBC priority.

In completing his opening statement Mr. Sinclair wished to give the Commission a "feeling about the sort of creative work that we think should be happening in the Corporation, the kind of 'tribal wisdom' and internal discipline" CBC supports. In CBC's view, Mr. Sinclair said, the creative person has five responsibilities:

First of all a creative person has a responsibility to himself. Nobody can be creative unless he feels in his heart that he himself is doing valuable work, that he is functioning in an honourable fashion.

Second, in radio and in television particularly, no man stands by himself.... Everybody must work together as part of a team, and every creative person has a special responsibility to the team of which he is a part.

Third, we think he has a responsibility to the Corporation.... I mean the Corporation as represented by its mandate, as represented by the charge that the Canadian...people have laid on it.

The fourth responsibility is the responsibility to the audience. We regard creative work in broadcasting as not only a form of self-expression but, above all, a form of communication.... The creative person has a fundamental responsibility to his audience.

(Finally, the creative person has) a fundamental responsibility to the subject itself, whatever it is he is talking about, the subject matter: the nature of reality, the nature of the world, the facts and feelings...are, above all, the things before which every creative person must be humble, must be respectful."

Mr. Sinclair reviewed the ways in which reality can be comprehended and communicated with accuracy and artistry. Above all in conceiving and preparing programs, "we would like to trade on one of the noblest and most human of all human emotions, that is, curiosity. We would like to prepare society for change. We look constantly into the future because we think that is our function. Not to hold society as it is, not directly to change society, but to prepare society for change, so that Canadian viewers and Canadian listeners who have experienced public broadcasting are aware, not only in their minds--the way of science--but in their hearts and emotions--the way of the arts--of the sense that changes may be coming, and they may be in a certain direction, they may be of concern in a certain area. ...And this means stimulating, arousing and satisfying curiosity."

At the conclusion of Mr. Sinclair's statement, Commissioner Frye asked if the CBC considers it part of its mandate to broadcast to "ethnic groups, other than French or English minorities, in their own languages."

Replying for the Corporation Mr. Picard stated that while CBC "should manifest as part of the Canadian way of life the different cultures in the country...it has been our interpretation of the mandate that the Corporation should not be involved in multilingual activity." As for a multilingual station purchased by the Corporation in Winnipeg and another being bought in Moncton, no change in their multilingual services will be made until the CBC mandate is re-examined with this question in mind.

Commissioner Hébert was, he said, strongly impressed with Mrs. Mary Van Stolk's intervention on the influence of televised violence, not only on children but on adults as well. He asked for Mr. Picard's opinion on whether CBC programming, both French and English, hadn't overused violence.

Mr. Picard replied that televised violence is a complex issue; there was, after all, a certain amount of violence in the real world: "To imagine that one could have a broadcasting system, or indeed, a press, that tried to overlook such violence seems to us not only impossible but unhealthy. It would be awful to live in a kind of Pollyanna universe where everything is beautiful, where everything goes smoothly. On the other hand," said Mr. Picard, "it's certain that there is a borderline between violence which appears to be part of life, which seems natural, which can be dramatised, and violence which is used simply to increase ratings."

Mr. Picard added that the Corporation had cancelled some previously purchased American programs which seemed to rely on a theme of violence for their success. The Corporation's position is that it should try to avoid abuses of violence as a theme, but to accept that one lives in a world of violence.

In children's programming this is a particularly important consideration, Mr. Picard added. But there is a general opinion that a certain amount of violence in children's programming is a "cathartic formula." There is, he remarked, a practical difficulty in establishing useful criteria for determining what constitutes unacceptable violence in both children's and adults' programming.

The Chairman noted that concern with the violence theme did not apply to theatrical productions but to the twenty-five or thirty American series, based on violence, that are being seen on television this year; it seems, he said, that this is a purely commercial violence.

Mr. Picard noted that in programs using somewhat "sexy, iconoclastic" elements he had expected adverse criticism. There was none because, in his opinion, the programs were extremely well-produced. Perhaps, he suggested, programs with difficult themes, like sex or violence, are frequently criticized not because of these themes but because the programs are made poorly.

The Chairman suggested that violence is an industry-wide problem in which a certain leadership might be established by the CBC, the private broadcasters, and the CRTC working together to study possible solutions. Mr. Picard expressed interest in participating in any such research or study.

The Chairman added that violence in the cinema has reached new heights. The similarity between extreme violence in these works of the imagination and current levels of violence in real life is causing some apprehension among more and more people.

Commissioner de la Chevrotière raised several questions about Mr. Berton's intervention which proposed that there be programming done in common by CBC's French and English networks. He asked, first, if this possibility had been studied and secondly if any results were available from a bilingual variety program experiment produced some years ago.

Mr. Picard maintained that a two-network production of the national news, suggested by Mr. Berton, is not feasible because French Canadians perceive the world in a certain way, English Canadians, another. The suggestion that bilingual reporters work for both networks is not feasible yet, he said, because of a certain timidity among "Anglo Saxon" reporters to broadcast in French--even when, in Mr. Picard's opinion, they speak excellent French.

As for program exchanges, there are already many exchanges between the two CBC networks. But there is, said Mr. Picard, a certain naiveté in thinking that a given program ought to be broadcast in French and English "the same evening at the same time."

Bilingual variety programs had proven to be "a disaster." They had never worked, because, he believed, they had been full of "artificial" elements.

The Chairman remarked that it is not a CRTC function to recommend or enforce any one of Mr. Berton's programming proposals but the preoccupations of people like Mr. Berton are important. He believed that they demonstrate a desire to see some vigorous CBC action in bicultural program activity.

Commissioner de la Chevrotière then addressed a question to Mr. David, vice-president of the French network, asking what action would be taken to improve French-language broadcasting services in the Sudbury area of northern Ontario.

According to Mr. David, the Corporation has planned projects which will improve the signals of stations in several areas, Sudbury and Sturgeon Falls among them. There were also plans to link these northern Ontario stations to the Ottawa French-language station for the present time. Eventually, through the Accelerated Coverage Plan, the northern Ontario stations will be attached to the main station of the Ontario network in Toronto. A daily half-hour program of Ontario regional news will be produced to help serve northern francophone communities.

Commissioner Shanski asked Mr. Picard if there were any reason why CBC could not attend, and prepare programs about, "functions in other languages than English and French." Particularly, Mr. Shanski wondered whether such items might be "put on the media as local or regional news or information. The feeling is," he said, "that just because its not in French or English, it cannot be put on."

Mr. Picard agreed that "this is a manifestation of a cultural part of the life of Canada." But, he added, "our position has been...that we should do the job in French and in English.... It belongs to Parliament or to an agency of Parliament," he said, to make any serious linguistic changes in the CBC mandate or the Corporation's interpretation of the mandate.

The Chairman suggested that the problem might be seen in the context of a "sensitivity to regionalism in the country...sensitivity to the will or people across the country to express themselves one to the other." Unless there is such a sensitivity shown by central Canadian organizations, "demands for a legalistic approach" to problems of ethnic representation and expression will almost surely grow.

Questioned by the Vice-Chairman, Mr. Picard stated that a proportion of the CBC budget had been earmarked for the improvement of service in the North. The money could not be spent until a plan for northern service is confirmed.

He added that the Corporation was negotiating "a contract with Telesat for three quarters of a million dollars," renting a third satellite channel to eliminate one of the two hours of repeated television broadcasts received daily in the North. "The second hour will take more time because it is a more complex one, but we might have to rent another part of the fourth channel for that."

As for programs specifically for the North, "in radio we have something, in television we have barely (anything)." Radio service will not present much of a problem. In television service there are two possibilities, not mutually exclusive. "One is for programs for the North, maybe made in the North but transmitted from Ottawa, packaged from Ottawa, with Eskimos and Indians...who would come here. And the second one...a much more elaborate...plan" is for a transmitting station to be established in the North for broadcasting to the North.... The cost of that is very high.... As soon as we have the okay on any part of the plan...we have a budget to start the process."

Commissioner Pearce asked Mr. Picard if, among the CBC's priorities, objectives, and strategy, there had been any consideration given to "the problems of communication, and I don't mean communication via programming, I mean communication to Canada about the CBC." Secondly, Mrs. Pearce wished to know if there is any priority being given to "in-house communication between the creative people and the administration, so at least an idea, (once) presented, doesn't languish."

Mr. Picard replied that "there is a kind of structural conflict in a creative organization; by "structural," he explained, "I don't mean that it's due to people, its due to structure, between administration and creativity." Mrs. Pearce added that "a lot of the thrust that we've been talking about this week had to do with the fact that a great many people, for one reason or another, really don't know what the CBC is doing." Northerners' misunderstanding of the kind of service they might receive from the Anik satellite was cited as an illustration of the problem.

Mr. Picard replied that CBC has recognized the problem. "I think we had proof yesterday by listening to some of the producers that our internal communications are not very good. They are not very good externally either," he said, "and I am going to say something which will look like a Harvard Business School graduate syndrome: we have hired a vice-president of public relations.... there was a feeling that...we've done a poor job of communication, internally, externally, in every direction."

Another issue raised by Mrs. Pearce was community access to the media. "There is a plan that we've developed," replied Mr. Picard, "for community access in northern or isolated areas." There are three or four experiments already in progress but there remain unanswered questions, "in terms of licence-holding and the formation of community groups, which have not been resolved." In non-isolated areas, "we feel that it is not the role of CBC "to become involved in community access ventures."

Commissioner Thomas asked if there is "any way of speeding up the implementation of plans for extension of service to unserved areas." Mr. Picard replied that the main constraint on the Accelerated Coverage Plan's being hurried along is that Canadian industry "is unable to support a plan like that in less than five years.... There is no way of going faster than five years." But, the president noted, "we've been working very closely with the CRTC...to develop a way of processing licences through as fast as possible."

Commissioner Gower asked if there are any "plans to increase regional input and, for instance, some more west-east flow. Do you foresee the new production centre in Vancouver making a difference, a significant difference, in this?" Mr. Munroe, answering for the English network, read a list of the regionally-produced programs that are on the network schedule. The Corporation representatives also noted that there are many regional programs which, while they don't go on the network itself, are exchanged among CBC stations. It was estimated that as a result of this exchange mechanism, in the last year there were over some 57 English and 44 French programs exchanged across the country. The English-language programs were presented about 3000 times in total. French-language programs were aired a total of 2000 times.

Commissioner Thérien made the point that while the North awaits extension of service there might be some interim solutions to the problem of providing broadcasting service. In the North, he pointed out, there is a multitude of communications networks linked to the pipelines, the police force's network, the networks associated geological and geodesic surveys. These, he suggested, might be used by CBC as a short-term resource. Mr. Picard agreed and added that the Federal Department of Communications has done a good deal in assessing the extent of these resources, and he assured the Commission that the idea would be explored further.

Before closing the hearing, the Chairman said that he wished to address some specific questions to Mr. Sinclair.

He began by asking whether the CBC might withdraw from children's advertising. Mr. Sinclair stated that CBC very much wanted to withdraw from this field but its withdrawal would be conditional on the costs being offset.

"Another field which is very difficult," said Mr. Juneau, "is the whole field of relations with the affiliates of CBC, particularly in the case of television. It seems to me," he said, "that if the CBC is going to be able to make any headway toward disentangling itself...from the field of merchandising," affiliate relations will prove a difficult issue.

Mr. Sinclair agreed that the Chairman's observation was "absolutely correct on the long-term basis.... If we want to 'disentangle ourselves,' as you so aptly put it,...we will have to have some kind of long-term view...we have called in outside financial consultants to look into some of these problems."

But, in the short term, Mr. Sinclair saw considerable advantage in making the affiliated stations feel more a part of the CBC system and "probably we will try and involve the affiliates in any given region somewhat more closely, in consultation and planning, with our own owned and operated stations in that same region."

The Chairman noted that "some people have talked about the need for CBC to have more owned and operated stations--and this would mean buying some of the affiliates." On the other hand, there is a view "that it might be in many cases a better system to develop new contract agreements with the affiliates, rather than buying the affiliates, thereby keeping a local presence." But, he noted, this would require a "considerably revised form of affiliation agreement."

Mr. Sinclair replied that there were several possible approaches: "we are quite flexible." The objective remained clear: "to bring Canadian programs to the people in a given area."

The Chairman pointed out that "This also brings a problem of money." One item that must be reviewed, he said, is the possibility of CBC's reducing the number of commercial minutes per hour. This would be a short-term measure and one that would necessitate some similar discussion in the private sector of broadcasting.

Replying for the Corporation, Mr. Picard stated that "we are going to propose to our Board (that we) get out of radio commercials altogether... we want to get out of children's advertising" and in drama, the CBC might stress "high quality program advertising," without totally withdrawing from advertising.

"At the other end of the spectrum," continued Mr. Picard, hockey and similar programs are really not substantially impaired by commercial advertising. "All that is going to cost money," he said. "I don't know what the real implication of that is, but we'll look at it. We are ready to look at it."

The Chairman remarked that it would be "unrealistic and unfair" for the Commission to make commitments on such specifics "without taking into account the budgetary problems that the CBC would have to face." However, he added, "it is possible to establish a certain number of objectives and goals and changes, and then establish the cost...and then decide how much you can do with the amount of money you have.... If we self-censor ourselves in establishing our objectives, because we see certain practical problems, then I don't think we will ever get anywhere."

The Chairman then turned to another problem which, he said, is frequently brought to the attention of the Commission. This is the CBC's competing with private broadcasters in selling local advertising in some parts of the country.

Mr. Picard said this was similar to the accusation that CBC undercuts network advertising rates. "It has been," said Mr. Picard, "somewhat of a myth.... Our data tell us that we are not undercutting rates, that we are selling at a higher price. We may be right, we may be wrong; we don't have the information from the other side."

As to competing with private stations for local advertising, Mr. Picard declared that "it is obvious that the CBC, with the huge subsidy it receives from government, should not use its power to threaten private stations (that) are totally financed by commercial revenue. This," he noted, he "would like to state as a policy." Mr. Picard observed that one region that deserved special attention in this context is Newfoundland, where commercial revenues are relatively low. "CBC is already reviewing its local advertising position in Nova Scotia," he added.

Mr. Juneau then addressed what he termed a "housekeeping problem" to Mr. Sinclair's attention. There has been, he noted, "a lack of separation between commercials and programs" and "the CBC is more derelict in this aspect than any other network in the country." Mr. Sinclair replied that this was a matter of "pacing" and "I would agree with that, I think that there are times when I feel the pacing is uneasy." The Chairman pointed out that there is a CRTC regulation that "between the program and the commercials" there must be a "bumper or buffer," a few seconds to distinguish the program from the commercial. "The CBC," he said, "doesn't use that technique at all, in spite of the fact that it is a regulation."

Mr. Munroe added that "it is a question of a number of commercial availabilities on an American (film) print. We used to have a formula for putting a slide to isolate the program content from the commercial" but now that would increase "the clutter." The Chairman felt confident, he said, that the "CBC is certainly smart enough to find a solution."

Another problem that had come to the Commission's attention, said Mr. Juneau, "is what people call "the tendency for the bidding of the CBC to inflate the cost of foreign programs." He admitted that if you hope to get foreign programs, you must bid for them. He asked Mr. Picard if there was any way out of this problem.

"We have looked at the question of more discussion between the networks," replied Mr. Picard. "But there is the question of collusion.... We should act as free and independent agents when we bid. It is a difficult question." He suggested that if more detailed information were given by complainants, the problem was open to discussion.

The Chairman then returned to the question of commercials, saying that "you must have looked at this solution...a higher form of clustering of commercials, as many people have suggested in this hearing.... Is this," he added, "something the CBC might look into: blocking commercials at the beginning and end of programs, or blocking them in certain parts of the evening?"

Mr. Picard replied that "some people have suggested the European concept of clustering all the commercials between 8:00 and 8:15, and after that, you're free. That doesn't work," he maintained, "in the Canadian market, in the North American market." But whether CBC could do more clustering at the start and end of the program, "maybe yes, maybe no. I don't know."

Mr. Munroe followed up Mr. Picard's reply saying that "the question of using a system similar to ITV (the British private network) has been discussed on several occasions, going back... five or six years." But a problem is the commercial clutter "that ensues when you lump these things together. No actual test has been run...(because) the advice we get from those who are expert in this field is that it wouldn't relate to the North American market. However, perhaps we should run a test on this and see."

"That all has to do with the short run," replied the Chairman. "There have been many strong representations made throughout the week...that, in the long run, the CBC should become purely a public service network and phase out of commercialism completely, or almost completely." Mr. Picard was asked to comment on the proposition.

Mr. Picard re-stated his earlier contention that any such move would cost about \$80 million. There would be many problems: one would be the question of how to work out an acceptable arrangement with the private CBC affiliate system. "I am not saying," he added, "that it will never happen." But, "I would be inclined to say the basic objective of the Corporation is...quality of programming,...Canadian content, the support of artists.... My inclination would be to say: why don't we put the \$80 million in the programming. And when we...have done the job that...we should be doing with programming, and have given our producers the kind of resources that they so often lack--and (then if there were) some money left, let's move in the direction of getting out of commercials. But this is going to take a long time."

In the middle term, five or ten years, Mr. Picard wished to concentrate on the primary concerns of the Corporation, "programming being the one I've stressed more than any other." But, during this period, "I would like to look at...getting out of commercials as a very, very, very low priority--I am talking about television now--in the list of priorities of the Corporation."

Commissioner Shanski asked for a breakdown of the \$80 million estimated cost for CBC's withdrawing from commercials.

Mr. Picard replied that the gross cost to the Corporation would be \$50 million for 1975-76. "The other \$30 million is money which is needed either to replace time, to support affiliates or to compensate them for their losses."

Commissioner Bower remarked that there had been suggestions during the hearing that the old licensing system be tried again as a financial support for CBC. Mr. Picard felt that licensing was impractical for a number of reasons. The Chairman agreed, saying that licensing is difficult to enforce; the percentage of people who don't pay tends to be very high.

The Chairman recalled that Mr. Picard had said, in his opening presentation, that over the last five years "about \$136 million had been saved in the expenditures of the CBC." Mr. Juneau asked if "you mean it's all the money you could have spent and have not?" "In a way," replied Mr. Picard, "or (it's) services given without being financed for them."

The Chairman remarked that one hears people saying "I went into a CBC building and there were so many people doing nothing," or "I was interviewed by the CBC and there were seventeen people around."

Mr. Picard admitted that "there have been a lot of horror stories" along these lines. But he stated that in the recently broadcast Commonwealth Games the CBC crews had performed very well even though they were both understaffed and overworked.

"A large system which is built to make ballet, which is built to make drama" will not always be very streamlined in simpler productions, according to Mr. Picard. The President said that he believed current CBC contracts with its unionized employees have less "feather-bedding" than exists in other systems. "Sure," he added, "we could fine-tune the system to a point where we could find some redundant people here or there, but what I think is that, on the whole, that should not be a basic area of concern. CBC is like an orchestra," suggested Mr. Picard, "and maybe the private system is like a band.... And you don't ask the sixth violin in an orchestra to disappear because you feel that five is...enough, or ask the triangle guy to increase his productivity because he's been playing only three minutes during the symphony."

Mr. Juneau remarked that the CBC faces very serious difficulties in serving a land as sparsely settled as Canada. "We have," he said, "a very, very small number of people per (television) transmitter compared to other countries." To substantiate this statement, the Chairman remarked that:

the USSR has 1,305,000 people per transmitter
France, 265,000 people per transmitter
Germany, 312,000 people per transmitter
United Kingdom, 254,000 people per transmitter
United States, 194,000 people per transmitter
Australia, 68,000 people per transmitter
Canada, 37,000 people per transmitter.

Only Switzerland has a smaller number of people, 33,000, per transmitter, probably due, said the Chairman, to both the number of languages and the mountainous character of the country. He added that the low number of people per transmitter in Canada "has a considerable effect on costs."

The Chairman went on to say that it is "extremely unfair" to compare the gross costs of CBC with the cost of the private network, CTV. CBC costs must be divided into a number of services: French and English television, French and English radio on both AM and FM frequencies. Looking just at television costs, "CBC spends \$104 million a year" for its English network service, and \$60 million for its French network. Concentrating solely on the English network figure, \$104 million, one can compare this with the revenues of CTV: \$95 million a year. "It is," he said, "amazingly close." Another aspect of that is also important: "CBC produces more Canadian programs,...does more expensive programs, and covers 95% of the country as against about 85% in the case of CTV--and I'm not saying that," he stressed, "to blame CTV by any means. But it puts the cost of the CBC...in a certain perspective," especially considering the CBC International Service and service to the North.

"I think there is another implication," Mr. Juneau added. "There are terribly important things in the mandate of the CBC, extremely ambitious goals established in the Act. Perhaps it is our responsibility, both in CBC and CRTC, to underline the importance of those objectives, to recall their existence, to insist on the fact that they are not...platitudes, and to recall to the country the fact that they are there and we are expected to fulfill them." Looking to the future, he said that "we may be blamed... for having insisted too much on...constraints instead of facing the country with the objectives that it has given itself.... It would be ironic if some of us were blamed for having been too good managers of constraints."

The Chairman said that he would like to terminate the hearing "not on any of my ideas, my phrases," but with a quotation from the brief presented by L'Association des Réalisateur:

It is now time to admit to all the failures and then forget them. It is now the time to look for new avenues to success. We will create the programs to do this, given the facilities and resources necessary.... It is essential to have the co-operation of the Canadian Radio-Television Commission, the Canadian government, and the Canadian Parliament.

Addressing Mr. Picard, the Chairman said that "you can be assured of the cooperation of the CRTC, and I think also you need the cooperation of the people."

"The hearing is terminated."

IV. A SUMMARY OF NCN-APPEARING INTERVENTIONS

The oral interventions at the hearing represented only a small part of the total number of interventions submitted to the Commission. There were, in total, 305 briefs, letters, petitions, and telegrams from groups and individuals throughout the country. Many of the issues and concerns raised at the hearing were echoed in the written interventions.

One predominant theme in both urban and rural centres, from coast to coast, was the demand for regional or local production programming and facilities. Nearly one-fifth of the interventions, from places as diverse in size and character as Vancouver, B.C. and Digby County, Nova Scotia, requested broadcasting links within their own regions, and an opportunity to identify themselves and represent their sense of regional community to the rest of Canada.

The idea of achieving Canadian unity through a recognition of diversity was also the main thrust of the briefs supporting multicultural and multilingual broadcasting. The Commission received 15 briefs dwelling on this concern, not only from the traditional cultural organizations, but also from the Minister of Federal and Intergovernmental Affairs for the province of Alberta:

One special area of concern to us is that of ethnic broadcasting. Ethnic groups within the province have long expressed their frustration in acquiring access to ethnic language broadcasting on the private and public broadcasting outlets in Canada...in the spirit of multiculturalism, we would ask you to assist in changing existing regulations to reflect easier language access by language groups other than French and English on the CBC.

intervention filed with the Commission, 1 February 1974

Another kind of preoccupation with Canadian unity and identity was reflected by demand for more Canadian content, especially on the English-language television network. Approximately 15% of the briefs expressed the wish for cultural independence and a reflection of Canadian life, set against the increasing flood of American programming. The public television network was not considered a strong or viable alternative to the American influence; one brief accused the CBC of being an "American pipeline" in style and product.

The concern for distinctiveness and quality in CBC television was raised in 37 interventions, primarily from larger urban centres where program selection was wide and varied. The CBC's seeming concern with mass audiences and audience ratings was severely criticized by many of the briefs, which proposed instead a focus on the range of the audience spectrum rather than its size.

A fundamental change in orientation was also the gist of many of the submissions discussing the CBC's involvement in commercial activity. Of all the issues raised, the presence of advertising on the public network received the most attention. Nearly 70 interventions mentioned commercial activity, calling in turn for its outright ban, gradual phasing out, drastic reduction, or, at the very least, a regrouping of commercials to avoid bothersome interruptions. Many of the briefs mentioned what was characterized as the "humiliating" and "insulting" content of advertising. Some were concerned about the influence of commercials on program content and scheduling; others were concerned with the inappropriate values which they fostered. One brief in particular worried about the potential credibility gap that could occur when announcers or program hosts present commercials:

Il y a là une question de conflit et de crédibilité très importante. Quelle crédibilité a par exemple un animateur...qui fait une émission d'information sur l'automobile et ses accessoires et qui sert de vedette pour les commerciaux de Michelin, Sunoco et L'association des Marchands d'Automobiles de Montréal?

intervention submitted to the Commission by L'Institut de Promotion des Intérêts du Consommateur, Quebec, 1 February 1974

The Northern Service of the CBC came under attack on a variety of matters including great dissatisfaction with the service provided by the Anik satellite, lack of regional coverage, irrelevant programming, and a destructive neglect of native culture. Sixteen briefs were received by the Commission elaborating on these problems. Perhaps the most impassioned pleas came from native peoples' organizations struggling to retain their identity in the face of increasing cultural domination, fast-changing economic conditions, and deterioration of social values. However, the Office of the Commissioner of the Northwest Territories filed an objection as well:

Only a minority of communities in the Territories are presently receiving reliable radio broadcasting. The Canadian Broadcasting Corporation should be providing broadcasting to all communities if the goal of a unified Territories and a unified country are to be achieved...at present television reaches only a very small number of the residents.... The great majority of communities in the Territories have no access to television broadcasting at all.

intervention filed with the Commission, 7 February 1974

The quality and extent of CBC coverage was a concern outside the North as well. Nearly one-fifth of the interventions complained about poor reception from CBM-FM in Montreal:

It requires the light-fingered manipulation of a safe cracker to pinpoint the exact, minute point at which the only FM station worth listening to in the Montreal area can be heard.... Incidental to this, it required the purchase and return of THREE models of AM-FM radios at ever ascending prices before I could find a set that could pick up the station at all!

intervention filed with the Commission, from Mrs. Elizabeth Shapiro, Montreal, 17 January 1974

In a similar manner, 9 viewers and listeners from the Maritimes complained about lack of CBC radio service in their area, particularly at night. The remoter regions of British Columbia also voiced their dissatisfaction. No fewer than 9 interventions with attached petitions of over 100 names expressed the wish for adequate television reception in the Columbia Valley area:

For some time now we have been waiting for CBC TV reception in this area. Some people with the UHF channel do receive the CBC broadcast, but it is of very inferior quality.... We have not turned our television set on for some months--this may not be the worst thing in the world, but it seems rather pointless to own one in this area.

intervention filed with the Commission, from Gordon and Jean Dakin, Mile 24 Hwy 95, B.C., 25 January 1974

Listeners in the Okanagan Valley sent in numerous briefs along with a list of over 750 names complaining about the partial CBC coverage offered by their local affiliated stations.

Virtually all of the themes mentioned above repeated the issues and concerns raised at the hearing. But there were some special requests, not aired at the proceedings, that deserve special mention. Eight briefs were received from the western provinces asking for more frequent agricultural programs to inform the farmer and urban dweller about the problems involving Canadian producers and consumers:

Being from the prairies, I also would like to commend the CBC for its agricultural programs, which helps keep Canadians in the fore of the agricultural field. I would recommend more air time be allotted to this type of program, particularly in areas such as western Canada where agriculture plays such a predominant role in our economy.

intervention filed with the Commission, from Howard E. Bennett, Carman, Manitoba, 29 January 1974

Eleven interventions were concerned with the potential educational value of the electronic media. Some asked that programs of educational or high calibre be made available free of charge to interested institutions of learning. Others requested more instructional broadcasting aimed at all levels of education. One such suggestion came from the Deputy Minister, Colleges and University Affairs, Manitoba:

It is my view that the CBC should be extending and improving its educational services whereas it is contracting them and transferring the costs to the provinces...air broadcasting may not now be the most satisfactory way to distribute educational programs. Nevertheless, broadcasting still has a role to play.

intervention filed with the Commission, 23 January 1974

Seventeen briefs singled out public affairs programming on the CBC as being inadequate in virtually every respect, but particularly in the areas of objectivity, depth, and stimulation:

We believe a public network should utilize news-gathering possibilities other than the American-dominated ones presently relied upon. The CBC owes the Canadian public a certain standard and a freedom from bias which just does not exist.

intervention filed with the Commission, from D. Tanchuk on behalf of the members of the Southern Africa Action Coalition, Vancouver, B.C., 24 January 1974

There is poor coverage of international affairs and especially on a Sunday evening when there is a vast TV audience--and all that is available is a series of shallow commentaries on trivia.

intervention filed with the Commission, from T.K. Will and Karen Will, North Vancouver, 7 January 1974

Various music organizations representing performers and composers across the land wrote in to commend CBC radio and to condemn CBC television for its lack of initiative and support in promoting Canadian talent:

We therefore wish to commend the serious Music and Variety department of the CBC for its interest and concern for creative music in Canada. We trust it will continue to be reflected in its AM and FM programming. We urge too, that this policy be extended to its TV programming where the mechanics of show-biz considerations deflect this most powerful medium from exploring Canada's rapidly growing musical resources.

intervention filed with the Commission, from Talivaldis Kenis, President, Canadian League of Composers, 29 December 1973

Several clergymen representing the major religious denominations requested an increase in religious programmes and material emphasizing moral and social values:

I understand that the CBC is a secular organization, charged with the responsibility for reflecting and promoting national unity. But the 1971 Census reveals that nearly 90% of Canadians adhere...to some religious group. This is as much a fact of the culture the CBC is required to reflect as any other.

intervention filed with the Commission, from the Most Reverend E.W. Scott, Primate, The Anglican Church of Canada, Toronto, 30 January 1974

In an age of science and technology, the CBC was advised in a lengthy and well-documented brief of the necessity for increased coverage of scientific events and technological advancements. Another television viewer asked that special consideration be given to deaf persons by way of newsprinted information, subtitled films, and a weekly program in sign language. A radio listener enquired about the lack of programming for children on CBC radio outside of the regular school broadcast. Finally, there were several briefs that criticized the CBC for its "all-white" image:

In clinging to its all-white public image, CBU/CBUT is not only out of step with practices now prevalent in major North American broadcasting systems, but is perpetuating a form of racism that treats the native peoples of our country as anthropological curios and ignores more recent newcomers to Canada.

intervention filed with the Commission, from Edwin P. May, Coquitlam, B.C., 29 January 1974

Throughout all the written interventions, whether specific in their requests or philosophical in their tone, ran a desire and a hope that the CBC, as supported by and representative of the Canadian public, remain constant to its role of maintaining the unique Canadian identity, and promoting a special kind of Canadian unity. The CBC was seen as essential to the existence of an independent Canada:

At a time when we are once more establishing a distinct economic and political personality, it is important that we do not neglect to build a nation of the mind.

intervention filed with the Commission, from Heather Robertson, Winnipeg, 1 February 1974

